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ABSTRACT

Within this document is the testimony delivered by 15 individuals at congressional hearings. Among the issues spoken to are: the combat exclusion law and its effect on the careers of women in the military; the kinds of jobs open to female armed services personnel; special problems that women in the military face; their promotion and retention rates; sexual harassment of military women and the wives of male personnel; and the dissatisfaction of military spouses. The statements from members of Congress are from Representatives Herbert H. Bateman (Virginia); Beverly B. Byron (Maryland); and William L. Dickinson (Alabama). Other statements are from David J. Armor, Department of Defense; Carolyn Becraft, Women's Equity Action League; Vice Admiral L. A. Edney, U.S. Navy; Martin M. Ferber, U.S. General Accounting Office; Judith S. Gibson, Defense Advisory Committee on Women in the Military; Sydney Hickey, National Military Family Association; Lieutenant General Thomas Hickey, U.S. Air Force; Lieutenant General John Hudson, U.S. Marine Corps; Rear Admiral Thomas Matteson, U.S. Coast Guard; Lieutenant General Allen K. Ono, U.S. Army; Mady Segal, University of Maryland; and Sandra Stanley, Towson State University. (CML)

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WOMEN IN THE MILITARY

HEARINGS

BEFORE THE

MILITARY PERSONNEL AND COMPENSATION SUBCOMMITTEE

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST AND SECOND SESSIONS

HEARINGS HELD
OCTOBER 1, NOVEMBER 19, 1987 AND FEBRUARY 4, 1988

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WOMEN IN THE MILITARY

House of Representatives,
Committee on Armed Services,
Military Personnel and Compensation Subcommittee,
Washington, DC, Thursday, October 1, 1987.

The subcommittee met, pursuant to notice, at 1:35 p.m. in room 2118, Rayburn House Office Building, Hon. Beverly Byron (chairman of the subcommittee) presiding.

OPENING STATEMENT OF BEVERLY B. BYRON, A REPRESENTATIVE FROM MARYLAND, CHAIRMAN, MILITARY PERSONNEL AND COMPENSATION SUBCOMMITTEE

Mrs. Byron. The subcommittee will come to order.

We had a majority of the committee here a little while ago. You can see that they have all left us. They promised they would be back in a moment.

Let me say that I am delighted to chair this afternoon's hearing. I do not think there is any question that women today are making an extremely important contribution to our national defense. In this hearing we are going to turn our focus on how they are currently faring in the military, both as active duty service members and military spouses.

As long as we have women in the military—and obviously we are going to have them for a long time—it is my very strong feeling that they are going to be treated equally and fairly.

When we embarked on the all-volunteer force in the early 1970s, women made up a little bit over 1-percent of the force. Today that figure is 10-percent. Clearly they have made a major contribution to improving the quality of the force and the substantial growth has not come without some serious problems. However, women in the military experienced difficulty, particularly in the early years. It has sometimes been a very difficult period of adjustment.

Four years ago this subcommittee held hearings on the status of women in the military. We found progress had been made but that much remained to be done. In the first of several hearings, today's will focus on updating the present situation to determine if the period of adjustment is over. Is the marriage secure or do many problems remain unsolved?

I was distressed when I read the recent report of the *Defense Advisory Committee on Women in the Service,* or DACOWITS, on their trip to the Western Pacific. While the report does not address all the issues before us today, it is an appropriate starting point for this hearing.

Without question, sexual harassment has no place in today's armed forces. I was distressed by the report on Subic Bay, particularly with respect to the activities on base. It is somewhat ironic that at a subcommittee hearing just a few weeks ago we were viewing the Army film warning of the dangers of promiscuity and prostitution in the spreading of AIDS, when the DACOWITS report before us today indicated that promiscuity and prostitution appear to exist in epidemic proportions in some of the major military encampments in the Western Pacific.

Turning to the subject of military spouses, this subcommittee over the past few years has devoted considerable time and attention to the military family and the vital role that the family plays in the service member's career decision. We need to be concerned about the recent press reports of undue pressure on the commander's wife to quit a civilian job in order to devote more time to command-sponsored volunteer activities. I have been a military spouse and well understand the importance of that role. I well understand the importance of volunteering and maintaining continuity and cohesiveness in the military community. There is nothing stronger than the support system that we see in our military family. But by the same token, threats against a serviceman's career, even on the perception of such threats, are highly counterproductive to the service retention goals.

Our first witness is the Honorable William Dickinson, the ranking Minority member of the House Armed Services Committee and the sponsor of H.R. 2119, which would expand the type of jobs to which military women may be assigned. Following the testimony of the gentleman from Alabama we will hear from a panel composed of Mrs. Judy Gibson, a Vice Chairman of DACOWITS; Mrs. Carolyn Becraft of the Women's Equity Action League; and Mrs. Sydney Hickey of the National Military Family Association.

At a subsequent hearing we will give both the Department of Defense and the services an opportunity to appear and at that point determine whether future hearings or legislative action is appropriate.

We have had some difficulty in scheduling this hearing because of conflicts in witnesses' schedules. I apologize to the subcommittee members for any inconvenience this may cause. But given the prospect of conference early next week, I felt it was very important that we hold the hearings this week. I want to thank you for your forbearance.

Because of the late schedule change, Congressman Herb Bateman, the ranking Republican, is not able to be present and will submit a statement for the record. I know of his interest and concern on this issue. He intends to be an active participant in our deliberation on this issue.

[The prepared statement of Mr. Bateman follows:]

Statement of the Honorable Herbert Bateman
Women in the Military Hearing
Subcommittee on Military Personnel and Compensation
October 1, 1987

Madam Chairman, this afternoon's hearing is extremely important because the issues we will begin to explore directly affect more than half of the active duty force. The committee last looked at women's issues some four years ago, and it is timely that we begin to revisit some of these concerns today given that women now comprise about 10 percent of the active duty force and well over half of the force is married to women.

With regard to females on active duty, service statistics show varying degrees of utilization of women. The Air Force has the most female servicemembers with 12% of the total Air Force, followed by the Army with 10.3% and the Navy and Marine Corps with 8.2%. During the course of this and follow-up hearings, we will review the kinds of jobs open to women in the military and the special problems women may face. We will be inquiring about their promotion and retention rates, their conditions of service and their morale.

There is no doubt that the combat exclusion law is central to many of these questions and will necessarily prohibit women from serving in certain areas. What is less clear, however, is whether the services are applying the combat exclusion in a fair and uniform manner to ensure that women have every reasonable opportunity to advance in the military services. I know that my friend from Alabama is anxious to stimulate discussion on this issue, and I look forward to hearing his views on this matter.

Turning now to the "other woman" of the military -- the military spouse -- let me say that spouse dissatisfaction is among the top reasons why highly skilled military personnel leave the service. Neither the Congress nor the Pentagon can afford to ignore the concerns of military spouses in this constrained budget environment, because the cost of training new personnel is just too high.

Madam Chairman, let me conclude my remarks by saying that there apparently have been some extremely unfortunate incidents of late concerning the treatment of female military personnel and spouses. I am, of course, referring to reports of sexual harassment in the Pacific and indications that some military wives are discouraged from working and pressured into performing "volunteer" work on military bases. I know that Department of Defense and service representatives wanted to be here today to assure the subcommittee that if these allegations prove correct, such actions run counter to DOD and service policies and that they are working to investigate and rectify these situations. Unfortunately, due to time constraints, we were unable to accommodate the official witnesses today, but I am confident that they will have their say just as soon as we can schedule a second hearing.

Once again, let me thank Chairman Byron and welcome the witnesses.

Mrs. BYRON. Congressman Dickinson, will you please proceed?

STATEMENT OF HON. WILLIAM L. DICKINSON, A REPRESENTATIVE FROM ALABAMA

Mr. DICKINSON. Thank you, Madam Chairman.

I appreciate this opportunity to appear before you this afternoon in behalf of my bill which I have introduced and to express my thoughts on the subject of women in the military.

In particular I would like to focus on the opportunities available to women who are interested in making a career of the service.

It seems to me that if a service member has what it takes to competently perform in a combat support role, he or she should have the same chance to compete for the position regardless of gender.

I am not talking about eliminating the combat exclusion laws per se. I am merely suggesting that women should be able, if they choose, to equitably compete with men for positions outside of combat itself.

To support my interest in this area I have introduced legislation which would allow women to compete for combat support assignments in the armed forces. Some have said that this could open up as many as 14,000 positions in the Navy, 4,500 in the Air Force, and perhaps as many as 140,000 in the Army.

As the Chairwoman is aware, my bill, H.R. 2719, is pending before this subcommittee and similar legislation has been introduced in the other body by Senators Proxmire and Cohen. We are not traveling into a new frontier here. The interest has been out there for quite some time now.

Another aspect of this legislation zeroes in on recent census studies that show that our population curve is descending, resulting in a declining pool of eligible men in the 1990s. Obviously the larger the group the military can draw from the higher the caliber of its personnel. Opening up positions to women would certainly help fill a void, as women in general are doing a fine job in fulfilling their current duties and responsibilities. They are even being promoted quicker than their counterparts in many instances.

A great deal of the problem stems from the discrepancies or inconsistencies within the Department of Defense regarding the interpretation of combat exclusion provisions. For instance, the United States Coast Guard, which has no restrictions on women, is a branch of the Department of Transportation during peacetime but in war the Coast Guard becomes a branch of the Navy and women will be serving as combatants. How does the Navy plan to mobilize and fill the personnel holes caused by the exclusion of women? I doubt very much if they have worked this out yet.

The General Accounting Office is in the process of conducting an independent assessment of job opportunities open to women in the military at the present time. The GAO is focusing that study on inconsistencies in the service policies toward women as well as inconsistencies in their interpretations of combat exclusion provisions.

I am also aware of the committee's request for executive comment from the DOD, which will also be helpful in narrowing the pros and cons of this issue.

Together, I think that both of these reports will serve as an excellent starting point for the consideration of this legislation.

In summary, Madam Chairwoman, if I might, I would just like to say that what I envision is not something that would require that women serve in combat the same as men. What I want to do is to remove the prohibitions in job assignments in many areas so that women can compete on a level field with men in climbing the career ladder.

We all are aware, I am sure, of what the services require and if you are going to climb the career ladder, whether it be officer or enlisted, the services ought to require that there are certain squares that you have got to fill. You have got to have so much time in this capacity and so much time in that capacity and when the promotion boards start looking at your history, they look to see if you have covered all the squares that you are supposed to.

If you are precluded from working in some of these areas then you are not playing on a level playing field with your male counterparts. You are at a disadvantage.

So, what I would envision in my legislation, or whatever legislation this committee decides to support, is to simply remove the prohibitions to allow the services the right and the discretion to make assignments, especially in combat support positions; and to give women in service the same opportunity for advancement as their male counterparts and thus really just effect equity. That is all we are asking to do.

I think it is a reasonable approach. I see nothing wrong with it. We are not mandating that women shoulder a rifle and jump into foxholes or slog through rice paddies. That is not the purpose at all. I think if we get a consistent interpretation by the departments within the DOD so that they are all treated equally and remove some of the prohibitions that presently exist, we will go a long way toward helping retain and attract competent, capable women into the military services.

I thank you for allowing me to participate here today.

[The prepared statement of Mr. Dickinson follows:]

TESTIMONY OF
HONORABLE WM. L. DICKINSON

BEFORE THE
HOUSE ARMED SERVICES SUBCOMMITTEE
ON MILITARY PERSONNEL & COMPENSATION

"WOMEN IN THE MILITARY"
HR 2719

OCTOBER 1, 1987

MADAME CHAIRMAN:

I APPRECIATE HAVING THE OPPORTUNITY TO APPEAR BEFORE YOUR SUBCOMMITTEE THIS AFTERNOON TO EXPRESS MY THOUGHTS ON THE SUBJECT OF "WOMEN IN THE MILITARY."

IN PARTICULAR, I WANT TO FOCUS ON THE OPPORTUNITIES AVAILABLE TO WOMEN WHO ARE INTERESTED IN MAKING A CAREER OUT OF THE SERVICE.

IT SEEMS TO ME THAT IF A SERVICEMEMBER HAS WHAT IT TAKES TO COMPETENTLY PERFORM IN A COMBAT SUPPORT ROLE, HE OR SHE SHOULD HAVE THE SAME CHANCE TO COMPETE FOR THE POSITION - REGARDLESS OF GENDER.

I'M NOT TALKING ABOUT ELIMINATING THE COMBAT EXCLUSION LAWS. I'M MERELY SUGGESTING THAT WOMEN SHOULD BE ABLE, IF THEY CHOOSE, TO COMPETE WITH MEN FOR POSITIONS OUTSIDE OF COMBAT, EQUITABLY.

TO SUPPORT MY INTEREST IN THIS AREA, I HAVE INTRODUCED LEGISLATION THAT WILL ALLOW WOMEN TO COMPETE FOR COMBAT SUPPORT ASSIGNMENTS IN THE ARMED FORCES.

SOME HAVE SAID THAT THIS COULD OPEN-UP AS MANY AS 14,000 POSITIONS IN THE NAVY, 4,500 POSITIONS IN THE AIR FORCE, AND UP TO 140,000 POSITIONS IN THE ARMY FOR WOMEN TO COMPETE.

AS THE CHAIRMAN IS AWARE, MY BILL, HR 2719, IS PENDING BEFORE THIS SUBCOMMITTEE. SIMILAR LEGISLATION HAS BEEN INTRODUCED IN THE OTHER BODY BY SENATORS PROXMIRE AND COHEN. WE ARE NOT TRAVELLING INTO A NEW FRONTIER HERE; THE INTEREST HAS BEEN OUT THERE FOR SOME TIME NOW.

ANOTHER ASPECT OF THIS LEGISLATION ZEROES IN ON RECENT CENSUS STUDIES THAT SHOW OUR POPULATION CURVE DESCENDING, RESULTING IN A DECLINING POOL OF ELIGIBLE MEN IN THE 1990'S. OBVIOUSLY, THE LARGER THE GROUP THE MILITARY CAN DRAW FROM, THE HIGHER THE CALIBER OF ITS PERSONNEL. OPENING UP POSITIONS TO WOMEN WOULD CERTAINLY HELP FILL ANY VOID, AS WOMEN IN GENERAL ARE DOING A FINE JOB IN FULFILLING THEIR CURRENT DUTIES AND RESPONSIBILITIES, AND ARE EVEN BEING PROMOTED QUICKER THAN THEIR MALE COUNTERPARTS.

A GREAT DEAL OF THE PROBLEM STEMS FROM THE DISCREPANCIES OR INCONSISTENCIES WITHIN THE DEPARTMENT OF DEFENSE, REGARDING THE INTERPRETATION OF THE COMBAT EXCLUSION PROVISION.

FOR INSTANCE, THE U.S. COAST GUARD, WHICH HAS NO RESTRICTIONS ON WOMEN, IS A BRANCH OF THE DEPARTMENT OF TRANSPORTATION DURING PEACE TIME. IN TIME OF WAR, THE COAST GUARD BECOMES A BRANCH OF THE NAVY, AND WOMEN WILL BE SERVING ON COMBATANTS.

HOW DOES THE NAVY PLAN TO MOBILIZE, AND FILL THE PERSONNEL HOLES CAUSED BY THE EXCLUSION OF WOMEN? I DOUBT VERY MUCH THAT THEY COULD FILL THE VOID.

THE GENERAL ACCOUNTING OFFICE IS IN THE PROCESS OF CONDUCTING AN INDEPENDENT ASSESSMENT OF THE JOB OPPORTUNITIES OPEN TO WOMEN IN THE MILITARY. THE GAO IS FOCUSING THEIR STUDY ON THE INCONSISTENCIES IN THE SERVICES' POLICIES TOWARD WOMEN, AS WELL AS THE INCONSISTENCIES IN THEIR INTERPRETATIONS OF THE COMBAT EXCLUSION PROVISIONS.

I AM ALSO AWARE OF THIS COMMITTEE'S REQUEST OF EXECUTIVE COMMENT FROM THE DEPARTMENT OF DEFENSE, WHICH WILL ALSO BE HELPFUL IN AIRING THE PROS AND CONS OF THIS ISSUE.

TOGETHER, I THINK THAT BOTH OF THESE REPORTS WOULD SERVE AS AN EXCELLENT STARTING POINT FOR THE CONSIDERATION OF THIS LEGISLATION.

IF I MAY ADD ONE CAVEAT, THE PROVISION IN MY BILL RELATING TO AIR FORCE POSITIONS OPEN TO WOMEN SHOULD PROBABLY CONTAIN A DISCLAIMER TO EXCLUDE RECONNAISSANCE MISSIONS FOR THE GATHERING OF INTELLIGENCE INFORMATION; BECAUSE THESE ASSIGNMENTS,WHICH ARE FLOWN THROUGH UNFRIENDLY AIR SPACE, ARE REALLY COMBAT MISSIONS.

AGAIN, THANK YOU FOR TAKING THE TIME TO LISTEN TO MY COMMENTS TODAY. THIS ISSUE IS DEFINITELY IN NEED OF ATTENTION. OUR CHAIRMAN HAS ALSO EXPRESSED HIS INTEREST IN THIS MATTER, AND I AM CONFIDENT THAT THIS COMMITTEE WILL GIVE THE ISSUE OF "WOMEN IN THE MILITARY" ITS UTMOST CONSIDERATION.

Mrs. **Byron**. Thank you, Mr. Dickinson. Let me follow up with a question on the numbers you were talking about. That was 14,084 Navy, 4,500 Air Force, and 140,000 Army. With those descriptions in the language of your legislation, were they to open up, would you envision seeing a larger percentage? We have grown from 1 percent of women in the service to 10 percent now. Would you envision a much larger increase in numbers of women in the service?

Mr. **Dickinson**. I would think—and this is strictly a personal opinion and I do not have any statistics to back it up—I would think that until you remove the disabilities and stumbling blocks that have been put in the way of women in the service as they try to go up the career ladder, at present some get frustrated and say, "Well, what the heck, I might as well punch out. I am as high as I am going to go. I cannot compete equally." So they get out of the service.

I think it is more of a retention matter than it is a recruitment matter. I do not think a person coming into the service is that concerned about it initially. But once they get in the system and see how it works and see the disadvantage that they are put into in certain instances, then they do feel the frustration level rise and they begin to say, "Hey, I'm not being treated fairly and I can't compete equally and so my future is not as rosy as my male counterpart over here sitting at the same desk doing the same job," or whatever the job might be.

So I think it would be very helpful in retention and I would think that you would find that there would be an increase in the numbers and the percentages of women in the service for that reason.

Mrs. **Byron**. Mr. Davis.

Mr. **Davis**. Yes, thank you, Madam Chairman.

Bill, is it not a semantical difference, since we are moving in the direction of competition within the services, is it not a semantical difference—and I understand your desire through the bill to broaden the definitions of nonsupport, broaden the definitions of competition roles in the services. But let me suggest to you the Army is already putting women in roles that are not only combat support roles, but combat roles.

Let me tell you what I mean, and then kind of try to identify my question, because this is a delicate subject throughout the country. This is a subject that strikes at the very tendrils of a lot of peoples' hearts and minds as to the role of women in combat structure throughout the military services.

When I went on to Operation Quicklook in Europe to see the NATO forces first hand back in the spring of this year, a very senior and respected member of this committee asked me to ask the commander of the Third Armored Division to confirm a story that he had been told that 70 percent of the company level intelligence officers with the Third Armored Division—which for those of you who do not know, is stationed in Central Europe and its primary function is to block the Fulda Gap in the event 46 divisions of Soviet armor come across the wire if the balloon went up—were women.

He said, find out for me if that is true. So I asked Maj. Gen. Tom Griffin that question when I arrived at Third Armored Headquarters. He turned to his aide and said, find out the answer to this question.

The other half of this gentleman on the committee's question was, what will happen in the event Ivan does come across the wire?

The aide came back, a colonel, about an hour later and caught up with us on the tour, and that is pretty hard to do with Tom Griffin. He is moving at top speed. I think you know him, Mr. Dickinson. He is a fine officer.

Nevertheless, it was not 71 percent. It was approximately 54 percent or roughly 35 women officers, lieutenants and captains, serving as the intelligence or S2 officers at the company level. The question was then put to Major General Griffin, what happens if the balloon goes up? He said to me, they go forward with their units.

I said, there is no thought of returning those officers to the rear echelon? He said, "Congressman, they go forward with their units."

I saw women in commando roles, in defense roles at nuclear installations in Europe, who have a combat role in the defense against "spetznoz" troops in those areas. It is to be presumed that women in nonsupport roles in noncombatant vehicles such as submarine tenders or APAs or AKAs, in transport roles, if something happened to NATO in the Atlantic, would be equally as great a target for Soviet submarines or whatever hostile submarines as an aircraft carrier and maybe even more valuable a target, if they were a troop carrier. Ferrying aircraft overseas by women pilots could very well put them into conflict with hostile aircraft in the event of hostilities.

So I guess the question is, do we need to do this, Bill, or is it already being done by fiat in the services, and should we just remove all the wraps? Should the discussion be, not one step at a time, but let us just integrate the forces with males and females?

I do not pretend to know the answer, but I am curious.

Mr. Dickinson. Well, I do not know all the answers either. I would say that one of the purposes of the bill I introduced is to erase not only the known prohibitions but some of the uncertainties. It is a fuzzy area and it is subject to interpretation and the various services interpret it differently.

Mr. Davis. Yes, sir, I know that.

Mr. Dickinson. OK. So let everybody interpret it the same and understand what the law is, so it does not leave it up to the discretion of the commander, is this or is it not a combat support role, or is it not combat? Let us definitize it a little better but treat all the services equally and not leave it up to the discretion of the company commander or whoever is in the field.

I would suggest that some of the statistics and information can best be obtained from staff who have really made a previous study of this thing.

I think legislation is needed, but I think, politically, pragmatically, if you go too far we might have trouble passing it. So let us do what we can. I think what is being proposed is——

Mr. Davis. I agree with that, what you just said, yes. I am just curious. Do you think it is that, for instance, the Navy applies unevenly within the Navy this particular area?

Mr. Dickinson. Probably not.

Mr. **DAVIS**. Probably not?

Mr. **DICKINSON**. I would think it would probably vary between commands.

Mr. **DAVIS**. Well, that is what I meant. It is unevenly——

Mr. **DICKINSON**. Probably, yes.

Mr. **DAVIS**. This would put some hard direction to individual commands?

Mr. **DICKINSON**. I think it would clarify it and everybody understands that it has been codified, put into law, and everybody can understand it. I do not think that is the case now.

Mr. **DAVIS**. Thanks, Bill.

Mrs. **BYRON**. Mr. Montgomery.

Mr. **MONTGOMERY**. Thank you, Madam Chairman. Bill Dickinson, I agree with most of your statement. In the first part, you said that the women in the service are certainly doing an excellent job. I have checked both the active forces and the reserve and their ratings are high. Women are fitting into the jobs they are doing now and are being rated in the superior area.

But trying to figure more closely your testimony, I believe you still feel, which I also feel, that women should not be put in direct combat roles.

Mr. **DICKINSON**. Well, it is my feeling that most of your direct combat roles, not all of them, have to do with physical ability. If you are talking about the infantry, the groundpounders, jumping out of airplanes and so forth, I think there are some physical limitations where women, perhaps, would not perform as well as men. But what I would like to do is get away from the requirement of specifying each role that women can and cannot do, and giving some discretion, based on experience, to the unit commanders or the services, and also to the desires of women.

I do not think that they would all desire to be in foxholes. So, with some discretion there. I do not say that—the Israelis, as I recall, backed off from the immediate combat role of women. They had the right to, but they found that it did not work quite as well as they had thought. So they will not put them into the front lines or the front trenches even though I do not think there is any legal prohibition against it.

So I think you and I probably are in agreement. It is really based mostly on physical capability rather than gender.

Mr. **MONTGOMERY**. Well, let me follow up a little. I am really searching. This, I think, is a very important hearing. As you pointed out, there will be a shortage until almost the year 2000 on 18-year-old males to fill up the slots that we need in the combat role. You have to get one out of every two non-college persons of that age to come into the military.

An example, like on aircraft, I think you said how many positions would be about 4,500 positions——

Mr. **DICKINSON**. 2,500.

Mr. **MONTGOMERY**. Air Force. I guess what you are saying is it would be on everything but fighter aircraft, and maybe bombers?

Mr. **DICKINSON**. I do not care about delineating that. You and I both knew Jackie Cochrane. She was a pretty tough old babe. She was ferrying planes to Europe during World War II, doing a tremendous, outstanding job, and I think she could hold her own in a dogfight if she had to.

Mr. **Montgomery**. Yes.

Mr. **Dickinson**. As a matter of fact, I would not even want to meet her alone in an alley at night if we were on opposite sides.

You did not say this, but some husbands say their wives could be good in combat. I would rather not specify prohibitions, but what this bill does, it simply says combat support. It goes up to that level. If at some point the services feel like that they want to go further——

But we are taking the lead in this. The services are dragging their feet. So we sort of have to push them into some of these things. I think our experience is that it is fair and reasonable and doable, and there is no reason not to.

Mr. **Montgomery**. The reason why I am hitting on these questions, Madam Chairman, I probably think, and I do not think he would have any objections, that the bill would have to be amended in some areas of how far we wanted to go and whether we would give the authority to the different secretaries or not.

Mrs. **Byron**. Let me say that my feeling on the hearing today and the followup hearing that we have is not really to address Mr. Dickinson's bill per se, but really to get an overall view of what has transpired in the last 4 years. Then the subcommittee will sit down and make a decision whether we feel that additional legislation is needed, whether we need to address Mr. Dickinson's bill and mark that up and use that as a vehicle to move forward.

I think we have gotten the attention of some individuals. Hopefully with that attention we will not have to mark up the bill. But it is my intention to look into the issue and see where we are today as where we were 4 years ago, as where we were when women moved from 1 percent to 10 percent.

Mr. **Montgomery**. I agree with you, Madam Chairman. But I think in this hearing that we certainly should look at the units around the world that have experience with women in combat. I think the Israelis have a very comprehensive report about women being in combat and it did not work very well. I think those matters should be looked into.

Mrs. **Byron**. You are looking at a chairman that has cited the Israelis as the last nation that I was aware of that had women in combat roles and made the decision to not put women in combat. But I was just recently reading about the Dane's who have moved forward with women in combat role. I think it never hurts to reassess and reevaluate what we are doing and what our other allies are doing.

Mr. **Montgomery**. Thank you.

Mr. **Dickinson**. If I might just respond very briefly. I do not care whether it is my bill that passes or whatever. The thrust of what I am attempting to do and which the Chairman recognizes, I am sure, is to give equal opportunity for advancement within the services between the sexes. Now, I do not say you have to spell out every role but I know that there is now a built-in inequity that this committee needs to address.

Mr. **Montgomery**. Thank you.

Mrs. **Byron**. Mrs. Schroeder.

Mrs. SCHROEDER. I want to thank you and I know you want to move on. I just want to thank the gentleman from Alabama for his concern because I constantly hear from young women in the military how they feel their career paths are thwarted, and unevenly so. So I really thank you for focusing on this. Thank you for your appearance.

Mrs. BYRON. Mr. Dyson.

Mr. DYSON. Thank you, Madam Chairman. Bill, I agree with you wholeheartedly. I think this is a good idea. I just have one disagreement with one of your comments.

You indicated that once females are in the service that this becomes a retention item and you indicated that they were not quite as concerned in the beginning. I appointed, or I nominated three young ladies to the service academy this year. In interviewing them I found and my opinion is, each one of them could become a general or an admiral some day, and I know one in particular wants to become a pilot. She brought up this issue of having the opportunity to be in a combat role.

In this one particular case she was more than willing to do that. I think it is your kind of legislation that will in fact help her to do that and to see full fulfillment of her career opportunity. I just wanted to correct that one thing. They do think about it in the very beginning, too.

Mr. DICKINSON. Well, that was not part of my written statement. That was an impromptu statement. But I still think that most of the enlistees, when they first enter the service, are not that aware of the system and I do not think that is a major item of concern. Once they get into the system and see how it works, it becomes increasingly an important item.

Mr. DYSON. Well, let us say they become more aware.

Mr. DICKINSON. OK.

Mr. DYSON. Thank you, Madam Chairman.

Mrs. BYRON. Mr. Pickett.

Mr. PICKETT. Madam Chairman, I just want to thank our distinguished Minority member for being here and I appreciate your remarks. Thank you very much.

Mrs. BYRON. Mr. Skelton.

Mr. SKELTON. Thank you, Mr. Dickinson. We thank you for your testimony. I have a question of clarification.

Section 3 in the bill, "Aircraft to which women may be assigned," what is the difference between that and the present law? Maybe I am under a misunderstanding as to what the present law is.

Mr. DICKINSON. You are referring to what?

Mr. SKELTON. Section 3, down at the bottom of page 2. It says, "Female members of the Air Force may not be assigned to duty in aircraft engaged in combat missions." It goes on, "The prohibition in subsection [a] does not apply . . ." et cetera, "to duty in reconnaissance, training, or transport aircraft."

Is that a change in the law from what it is today?

Mr. DICKINSON. In my recollection it is, and I think that a reconnaissance aircraft should be designated a combat aircraft. That would be one of the changes. I think it is not recognized as such now but I cannot imagine a reconnaissance aircraft that should not be considered a combat role or position.

I think it is for that reason that staff says that this was necessary to put in here. But I am not married to the language.

Mr. **Skelton**. Thank you very much.

Mrs. **Byron**. Let me once again thank the ranking minority member on this full committee for his testimony on his legislation. I have served for 8 years on the Air Force Academy Board and during that period of time I have watched the growth of the young women within our academy structure. I also have watched some of the problems that have come up from time to time, which I think have been handled. As long as we have a service, we are going to have problems with certain male members of that service and we are going to have some problems with integrating some of the female members. But as I said in my opening statement, we are not going to find in this day and age that women are not going to be a very active, integrated part of our military life and our military family. I mean that in the fullest sense, not only as military duty but also as spouses. As long as they are there they are, in this member's feeling, going to be treated equally and fairly. So I appreciate your testimony today.

Mr. **Dickinson**. Thank you, Madam Chairman.

Mrs. **Byron**. Our next witness is Mrs. Judith Gibson, Vice Chairman for Public Relations of the Defense Advisory Committee on Women in the Military.

Let me, if you do not mind, have the three of you sit as a panel. We will then have your testimony given individually, and ask questions of each of you.

Mrs. Gibson, if you will sit on the left side, Carolyn Becraft in the middle, and Mrs. Sydney Hickey on the far right.

Mrs. Gibson, go ahead.

STATEMENT OF MRS. JUDITH S. GIBSON, VICE CHAIRMAN FOR PUBLIC RELATIONS, DEFENSE ADVISORY COMMITTEE ON WOMEN IN THE MILITARY [DACOWITS]

Mrs. **Gibson**. Madam Chair, thank you both for your interest in the issues that affect military women, and how the recent findings of the DACOWITS relate to them.

The Defense Advisory Committee on Women in the Services, the DACOWITS, advises and assists the Secretary of Defense on matters and policies relating to women in the armed services. Individuals are appointed by the Secretary for a 3-year term. The committee structure reflects the focus on military women: that of full utilization within the constraints of the law, career opportunity, and the quality of life they experience.

In addition to military installation visits overseas we have made as a committee, we also make individual base visits throughout the United States on our own time and at our own expense.

I am a Vice Chairman of the committee, having previously served as Chairman of the Subcommittee on Force Utilization. I have visited military installations in the United States, Panama, and Honduras. I was a member of the DACOWITS Executive Committee when in 1986 we visited Air Force and Army bases in England and West Germany, and more recently, Navy and Marine Corps installations in the Western Pacific in August of 1987.

I am submitting for the record two reports which have been released by the Department of Defense. The first report is the interim finding of the 1987 WestPac report submitted by Dr. Jacquelyn K. Davis, Chairman of the DACOWITS. The second report is a 1986 Synthesis of Finding from the DACOWITS Executive Committee, also prepared by Dr. Davis, regarding the visits to Air Force and Army bases in England and West Germany in 1986.

It should be noted that after the submission and review of the 1986 report, the Air Force and the Army responded in a positive manner to create a program and methodology of identifying and addressing the issue of sexual harassment. The DACOWITS continues to be interested in their progress.

The 1987 interim report submitted by Dr. Davis has identified a number of issues which are of such seriousness to have warranted the Secretary of Defense to establish a Task Force on Women in the Military for the purpose of reviewing current policies with regard to women in the military and recommending changes where necessary.

I believe this is most constructive, for it illustrates the importance with which the Department of Defense regards the DACOWITS report and the concerns of Secretary Weinberger with respect to the resolution of issues and situations adversely affecting military women.

Like Dr. Davis, I found a deep concern among Navy and Marine women, officers in particular, about their prospects for viable careers in their respective services. Directly related to their perceptions of diminishing opportunities and limited promotions is the narrow interpretation by their services of U.S.C. Title 10, Section 6015.

For example, Marine women spoke of the closing of embassy guard positions and aircrew MOSs related to the C-130. Navy women constantly referred to their exclusion from the Combat Logistic Force, the CLF ships. With respect to the CLF issue, the DACOWITS recommended at the 1987 spring meeting, that the Chief of Naval Operations reevaluate the Navy's assignment policies relating to its interpretation of the Combat Exclusion Law to the extent that it has precluded the assignment of women to the CLF, formerly known as the Mobile Logistic Support Force.

I found, too, in both services that sexual harassment by men, and in some cases women, is a major problem. The situation is exacerbated by the belief of women in the Marine Corps, and to a greater extent Navy women, that the chain of command is uninterested and unresponsive to their attempts to address grievances or complaints. It condones and even encourages negative behavior toward women.

With respect to Cubi Point/Subic Bay in the Philippines in particular, I believe that the types of entertainment permitted and behaviors described by Navy women and apparently condoned are inappropriate and unacceptable on a United States Government installation. The resultant environment is demeaning to the military woman, the military family, and the female employee.

I found that many Marine and Navy women believe that they are not wanted in their respective services, that they have invaded what should be a male-only enclave. Morale is low.

While I found issues of great concern, they also offer opportunity for change and renewal. Certainly there are military women who find their careers rich and rewarding and who have not had to deal with the burdens I have described. However, I believe that limited opportunities for military women as a result of restricted interpretation of combat exclusion laws and policies, and the sexual harassment they endure, are not unrelated. I anticipate that the Department of Defense Task Force will address these issues and their relationship.

Women in our military are a rich and needed resource. Not to avail our nation of their competence and commitment, nor to accord them the respect to which they are entitled, is to weaken the fiber of our national defense. Thank you.

[The prepared statement of Mrs. Gibson follows:]

HOUSE ARMED SERVICES COMMITTEE
SUBCOMMITTEE ON MILITARY PERSONNEL AND COMPENSATION

OCTOBER 1, 1987

BY

JUDITH GIBSON, VICE CHAIRMAN

DEFENSE ADVISORY COMMITTEE ON WOMEN IN THE SERVICES

(DACOWITS)

Madam Chair, thank you both for your interest in the issues that affect military women and how recent findings of the DACOWITS relate to them.

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I am submitting for the record two reports which have been released by DoD. The first report is the Interim Finding of the 1987 WestPac report submitted by Dr. Jacquelyn K. Davis, Chairman of the DACOWITS. The second report is the 1986 Synthesis of Finding from the DACOWITS Executive Committee, also prepared by Dr. Davis, regarding visits to Air Force and Army bases in

England and West Germany in 1986.

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I believe this is most constructive for it illustrates the importance with which the DoD regards the DACOWITS report and the concerns of Secretary Weinberger with respect to the resolution of issues and situations adversely affecting military women.

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DACOWITS recommended at the Spring 1987 meeting that the Chief of Naval Operations reevaluate the Navy's assignment policies relating to its interpretation of the Combat Exclusion Law to the extent that it has precluded the assignment of women to the CLF; formerly known as the Mobile Logistic Support Force (MLSF).

I found, too, in both Services that sexual harassment by men, and in some cases women, is a major problem. It ranges from verbal abuse to blatant sexual harassment. The situation is exacerbated by the belief of women in the Marine Corps and to a greater extent, Navy women, that the chain of command is uninterested and unresponsive to their attempts to address grievances or complaints; it condones and even encourages negative behavior toward women.

With respect to Cubi Point/Subic Bay in the Philippines in particular, I believe that the types of entertainment permitted and behaviors described by Navy women and apparently condoned are inappropriate and unacceptable on a United States government installation. The resultant environment is demeaning to the military woman, the military family and the female employee.

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While I found issues of great concern, they also offer great opportunity for change and renewal. Certainly there are military women who find their careers rich and rewarding and who have not had to deal with the burdens I have described. However, I believe that limited opportunities for military women as a result of restrictive interpretation of combat exclusion laws and policies, and the sexual harassment they endure are not unrelated. I anticipate that the DoD Task Force will address these issues and their relationship.

Women in our military are a rich and needed resource. Not to avail our nation of their competence and commitment nor to accord them the respect to which they are entitled is to weaken the fiber of our national defense.

Mrs. **Byron**. Next we will hear from Mrs. Carolyn Becraft, the Director of Women and Military Projects of the Women's Equity Action League.

STATEMENT OF MRS. CAROLYN BECRAFT, DIRECTOR, WOMEN AND THE MILITARY PROJECT, OF THE WOMEN'S EQUITY ACTION LEAGUE

Mrs. **Becraft**. Thank you, Madam Chair. I appreciate the opportunity to testify today on the various issues that face military women and military spouses. WEAL and I strongly share the subcommittee's concern for quality of life in the military community.

Quality of life is a crucial component of the readiness and retention of our military forces. The issues we are dealing with today are the difficult issues, because the roots are attitudinal. Its consequences seriously affect the health, welfare, and morale of the military community as a whole.

The underlying problem in all these issues is rooted in the discrimination experienced by women in the military. The prevailing attitudes in the military culture systematically undervalue the work and contributions of women which can result in a second-class status for both military women and military spouses.

The incidents that have surfaced in the past 2 months—the harassment of commanders' spouses at Grissom Air Force Base and the DACOWITS conditions as reported by their trip to the Pacific—highlight the gravity of the problem. While the degree of severity may vary from base to base and from service to service, these are not isolated incidents or conditions found on just one base or in just one service.

I would like to focus first on the dilemma of the commander's spouse. As you know, I am a commander's spouse and my husband just assumed command of a second battalion today, this morning at 10 o'clock.

The military commander, in most cases a male, is responsible for the welfare of the individuals in his command. In years past, when military spouses did not work outside the home and when the services did not have family support centers, the commander's spouse was charged with providing social outlets for the wives in her husband's command. These creative and outstanding women dedicated themselves to improving the conditions of the families. There were no family support services.

Army volunteer wives created Army Community Services to meet the needs of Army families. Commanders' spouses in the Air Force, Navy, and Marine Corps did similar work. Senior military leaders and their spouses remember those days well.

But today there are family support centers with paid staff and volunteers on nearly every U.S. military base in the world. The responsibility for the recruitment of volunteers now should rightly belong to the activity that needs the volunteers. Yet, in many communities commanders' spouses are still held responsible for recruiting volunteers to maintain these family support services. This expectation can become a virtual albatross around their necks.

Spouses' efforts to address the issue are rebuffed by senior leaders. The women who are commanders' wives and wives of senior military personnel at Grissom Air Force Base tried to address this issue for one solid year with no results. The message they got was, "Play the game or your husband will suffer." The message their husbands were sent was, "Control your wife or your career is over." In effect both spouses were being blackmailed to support an Air Force tradition.

It is also well known in all of the military services that many commanders still refuse to accept officers and senior noncommissioned officers who have been selected for command positions if they are unmarried or if the spouse will not accompany the officer or senior enlisted person to his assignment.

Women officers can be in a double bind because, quite obviously, they will not have a wife. Even if they are married their husbands will not be expected to assume the same duties or responsibilities of the female spouse.

Military spouses, like their civilian counterparts, are seeking employment in increasing numbers. The two-worker family is the norm, not the exception. While data sources vary somewhat in their statistics, somewhere between 44 percent and 52 percent of military spouses are employed outside the home and their unemployment rate is double to triple that of their civilian counterparts. The percentages for employment are expected to increase in the future.

For military families who strive for a part of the American dream, a dual income is becoming a necessity.

In my written testimony I have covered many of the difficulties experienced by military spouses as they attempt to secure employment.

Congress recognized the employment and morale problem and included provisions for spouse preference in the Military Family Act of 1985 that should have facilitated the employment of military spouses in civil service jobs at military bases. However, DOD and the services have produced restrictive implementing instructions which make utilization of spouse preference extremely difficult for military spouses. Continued congressional oversight will be necessary to assure success of the employment provisions in the Military Family Act.

What is needed now is a statement from the Secretary of Defense that clarifies the rights of the military spouse in the military community. This statement should make clear that no commander can interfere with the right of any military spouse to seek employment, or dictate that the spouse serve on a volunteer basis either on or off a military installation. Furthermore, no military member should be permitted to suffer any adverse consequences as a result of marital status or from decisions of the military member's spouse as to how he or she will participate in the military community.

A review of and revision to the internal grievance procedures within DOD should be made to ensure safeguards for the rights of military spouses. In addition, Congress should consider passing legislation prohibiting such practices and providing military spouses with a legal course of action to guarantee the enforcement of the internal policies that have been suggested.

The attitudes in the military that contribute to the perception of second-class status for women are nowhere more apparent than in the treatment of military women.

Each of the services in varying degrees in the past 5 years has attempted to restrict the numbers and the career progression of military women. A message has been sent to military women, and men, that military women are not equal in the defense system. The baselessness of these attempted restrictions are all the more appalling in light of the actual performance and service records that women have demonstrated. The performance of women in the military has been consistently outstanding.

There are currently over 215,000 women in the U.S. military serving throughout the world. Women have served with their male counterparts in the Persian Gulf, Grenada, Lebanon, and in the air strike on Libya. I have attached a WEAL Fact Sheet with my testimony which further elaborates the outstanding contributions of military women in the past 7 years.

What is the biggest obstacle, then, that military women face in their profession today? It has to be sexual harassment. Nowhere has it been more graphically detailed than in the 1986 and 1987 DACOWITS reports. Secretary Weinberger and the military service secretaries have issued policy statements that sexual harassment will not be tolerated in the armed forces. Yet it is tolerated.

Women do not trust the military system to deal with this critical issue. Sadly, their fears seem to be justified. Attempts to address discrimination and sexual harassment in the military environment are oftentimes met with derision. Actions of the perpetrators of this harassment and discrimination are dismissed with phrases such as, "Boys will be boys," "It was just a crude and tasteless joke," or "That's life." Most often the harasser of military women is a member of the chain of command. Sexual harassment of women has not been taken seriously by the senior leadership of the armed forces.

Sexual harassment is prejudicial to good order and discipline. Sexual harassment can destroy unit cohesion. Sexual harassment is costly. Although DOD and the services have issued direct policy statements prohibiting such conduct which is clearly illegal, rarely have courts-martial been used to punish incidents of sexual harassment. Enforcement has obviously not been rigorously pursued.

Leaders who fail to take the issue of sexual harassment seriously should be held accountable. Attitudes will change in direct proportion to the will of the institutional leadership, as is demonstrated by DOD's fine record in racial integration.

Although I realize this next issue is a difficult one, it is time for Congress to address the conduct of U.S. military overseas and the conditions in which they live. The U.S. military support of prostitution in foreign ports and bases dramatically and negatively affects family life. The lives of women in the military and the attitudes of military men are also deeply affected by working and living within an environment that condones prostitution.

AIDS, a sexually transmitted disease, is currently a threat to people all over the world. The military has been identified as a potentially high risk group. The consequences of officially sanctioned sexual promiscuity could be devastating to the defense structure of our country. I am aware that this subcommittee has had briefings on the threat of AIDS to our U.S. forces. We cannot ignore this issue of officially sanctioned sexual promiscuity and prostitution, for the consequences will be devastating.

In conclusion, a climate that allows commanders to demand that spouses assume certain duties and responsibilities as a condition of success for the military member, a climate which permits sexual harassment of women, a climate which officially sanctions prostitution must change in order to maintain the physical and emotional morale of our military forces.

Such changes are not only of utmost importance from a moral point of view but are ultimately in the best interests of our country and its defense.

Is there anyone in this room who would choose to work and live in the conditions experienced by women in the military as described in the DACOWITS reports or in other press accounts? Would any of us tolerate open prostitution in our neighborhoods? Would any of us want to live in communities where there are strip shows in local restaurants and where "peso-parties" of Subic Bay are considered acceptable Navy unit activity on base? Would any of us like to live in a community where women cannot walk down the street without being verbally abused or being grabbed by U.S. military men? Would any of us like to work in an environment where the Monday-morning-quarterback talk is not about football but about sexual exploits in the military subsidized houses of prostitution?

Should military leaders be allowed to excuse this behavior with phrases such as "That's what makes the boys happy" and should military men and women and their families be forced to live in such an environment?

Thank you, Madam Chairman.

[The prepared statement of Mrs. Becraft follows:]

WEAL
Women's Equity Action League

Specialists in Women's Economic Issues

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON MILITARY PERSONNEL AND COMPENSATION

OCTOBER 1, 1987

BY

CAROLYN BECRAFT, DIRECTOR

WOMEN AND THE MILITARY PROJECT

1250 I Street NW, Suite 305, Washington, DC 20005 (202) 898-1588

SUBCOMMITTEE ON MILITARY PERSONNEL AND COMPENSATION

HOUSE ARMED SERVICES COMMITTEE

OCTOBER 1, 1987

Madame chair, thank you for the opportunity to testify today on the various issues that face military women and military spouses.

The Women's Equity Action League is a national, nonprofit membership organization specializing in economic issues affecting women. I am the Director of WEAL's Women and the Military Project, a special project which focuses on the economic and legal rights of uniformed service women and women who are spouses of military personnel. I am also a Vietnam-era veteran, an Army spouse, and a "Commander's Wife."

I have extensive volunteer experience in the military community. Most recently, from 1980 to 1982, I had the privilege of chairing the Army Family Action Committee. This committee, which sponsored three worldwide Army Family Symposia, was instrumental in creating the Army Family Program as it exists today. In addition, from 1982 through 1985, I served on the Board of Governors of the National Military Family Association.

WEAL and I strongly share this subcommittee's concern for quality of life in the military community. Quality of life is a crucial component of the readiness and retention of our military forces. Many of the issues that this committee faces are concrete, such as adequate medical care, child care centers, and military pay. The issue that we are dealing with today is more difficult, but no less important, because its roots are attitudinal. Its consequences seriously affect the health, welfare, and morale of the military community as a whole.

I will briefly address the following issues: 1) the dilemma of the Commander's spouse, 2) employment difficulties faced by the military spouse, 3) sexual harassment of women in the military, and 4) US military support of prostitution overseas.

The underlying problem in all these issues is rooted in the discrimination experienced by women in the military community. The prevailing attitudes in the military culture systematically undervalue the work and contributions of women, which can result in second-class status for both military women and military spouses. The incidents that have surfaced in the past two months - the harassment of commanders' spouses at Grissom AFB and the DACOWITS report on conditions on bases in the Pacific - highlight the gravity of the problem. While the degree of severity may vary from base to base and service to service, these are not isolated incidents or conditions found on just one base or in just one service.

THE COMMANDER'S SPOUSE

I would like to focus first on the dilemma of the commander's spouse. The military commander, in most cases a male, is responsible for the welfare of the individuals in his command. In years past, when military spouses did not work outside the home and when the services did not have family support centers, the commander's spouse was charged with providing social outlets for the wives in her husband's command.

These creative and outstanding women dedicated themselves to improving the conditions of the families. There were no family support services. Army volunteer wives created Army Community Services to meet the needs of Army families. Commanders' spouses in the Air Force, Navy and Marine Corps did similar work. Senior military leaders and their spouses remember those days well.

Today there are family support centers with paid staff and volunteers on nearly every US military base in the world. The responsibility for the recruitment of volunteers now should rightly belong to the activity that needs the volunteers. Yet in many communities commanders' spouses are still held responsible for recruiting volunteers to maintain these family support services. This expectation can become a virtual albatross around their necks. Spouses' efforts to address the issue are rebuffed by senior leaders. The women who were commanders' wives and wives of senior military personnel at Grissom AFB base tried to address this issue for one solid year with no results. The message they got was, "Play the game or your husband will suffer." The message their husbands were sent was "Control your wife or your career is over." In effect, both spouses were being blackmailed to support an Air Force tradition.

It is well known in all of the military services that many commanders still refuse to accept officers and senior non-commissioned officers who have been selected for command positions if they are unmarried, or if the spouse will not accompany the officer to his assignment. Women officers can be in a double bind because, quite obviously, they will not have a wife. Even if they are married their husbands will not be expected to assume the same duties or responsibilities of a female spouse.

Service publications and training materials reinforce the view that a successful commander is the one who has a wife to assume social and volunteer responsibilities. One example is an Air Force publication entitled "The Other Half: A Practical Survival Guide for the Air Force Office Spouse," published by the Air University at Maxwell Air Force Base. The Army has produced a 1986 videotape entitled "Command Team Spouses." This tape is an address by Lieutenant General Gerald T. Bartlett, Deputy Commanding General, US Army Training and Doctrine Command, to future battalion and brigade commanders' wives attending the Pre-Command Course at Fort Leavenworth, Kansas. It has been distributed to Army posts throughout the world. The message reinforced in these materials is clear to the spouses: "Play the game or your husband will suffer."

SPOUSE EMPLOYMENT

Military spouses, like their civilian counterparts, are seeking employment in increasing numbers. The two-worker family is the norm, not the exception. While data sources vary somewhat in their statistics, somewhere between 44% (DOD) and 52% (Bureau of Labor) of military spouses are employed outside the home. The percentages will increase in the future. For military families who strive for a part of the American dream, a dual income is becoming a necessity.

Disturbingly, though not surprisingly, the Bureau of Labor reports that the unemployment rate for military spouses is double that of their civilian counterparts. One reason is that it is difficult for spouses to advance in a career field because they are always starting over in jobs as a result of constant mobility. Another reason for higher unemployment rates is that the military spouse has been, in effect, frozen out of government jobs at military bases. For years, civilian personnel practices of the military services made it almost impossible for spouses to compete for civil service jobs.

Congress recognized this employment and morale problem and included provisions for spouse preference in the Military Family Act of 1985 that should have facilitated the employment of military spouses in civil service jobs at military bases. However, DOD and the services have produced restrictive implementing instructions which make utilization of the spouse preference extremely difficult for military spouses. DOD reportedly fills 20,000 jobs per month, yet according to recently reported DOD statistics, only 26 military spouses have been placed in jobs as a result of this Act. Even if this number is not accurate, it shows that the implementation of this program is grossly inadequate.

On a more positive note, WEAL is pleased that Deputy Secretary of Defense William H. Taft IV has asked the services to compile data on the employment of spouses who have benefited from the spouse preference provision of the Military Family Act. This is an important first step in monitoring each service's implementation of the employment provisions of this Act.

Continued congressional oversight will be necessary to assure the long term "institutionalization" and success of these provisions.

On the other hand, approximately 5000 military spouses have found jobs using Executive Order 12362 of 1982. This order, which was substantially strengthened by the 1987 Executive Order 12585, helps spouses who have been employed in US government "local hire" positions overseas to compete for government jobs when they return to the United States. Although the Executive Order has been in place for 5 years, there are many posts and bases that have yet to employ a military spouse using the provisions of this order.

A statement from the Secretary of Defense that clarifies the rights of a military spouse in the military community is needed. This statement should make clear that no commander can interfere with the right of any military spouse to seek employment, or dictate that the spouse serve on a volunteer basis either on or off a military installation. Furthermore, no military member should be permitted to suffer any adverse consequences as a result of marital status or from the decisions of the military member's spouse as to how she or he will participate in the military community.

A review of and revision to the internal grievance procedures within the DOD should be made to ensure safeguards for the rights of military spouses. In addition, Congress should consider passing legislation prohibiting such practices and providing military spouses with a legal cause of action to guarantee enforcement of the internal policies suggested here.

WOMEN IN THE MILITARY

Attitudes in the military that contribute to the perception of second-class status for women are nowhere more apparent than in the treatment of military women. Each of the services, in varying degrees in the last 5 years, has attempted to restrict the numbers and the career progression of military women. A message has been sent to military women and men that military women are not equal in the defense system. The baselessness of these attempted restrictions are all the more appalling in light of the actual performance and service records that women have demonstrated. In fact, recruitment standards for women have been consistently higher than for men. In every service women are promoted faster than the men. In sum, the performance of women in the military has been consistently outstanding.

There are currently over 215,000 women in the US military serving throughout the world. Women have served with their male counterparts in the Persian Gulf, Grenada, Lebanon, and in the air strike on Libya. I have attached a WEAL Fact Sheet, "Military Women in the 80's," which further elaborates on the outstanding contributions of military women in the past 7 years. Military women are an integral part of today's armed forces. This fact is not about to change. In fact, with the declining pool of eligible males for military service, which is expected to continue well into the 1990's, the military can ill afford to overlook the talents of women. Women make up 10% of the total military force and they are in the US Armed Forces to stay.

What is the biggest obstacle that military women face in their profession today? Sexual harassment. Nowhere has it been more graphically detailed than in the 1986 and 1987 DACOWITS reports of trips to Army and Air Force bases in Europe and to Navy and Marine Corps bases in the Pacific. Secretary Weinberger and the military service secretaries have issued policy statements that sexual harassment will not be tolerated in the Armed Forces. Yet it is tolerated. Women do not trust the military system to deal with this critical issue. Sadly, their fears seem to be justified. Attempts to address discrimination and sexual harassment in the military environment are oftentimes met with derision. Actions of the perpetrators of this harassment and discrimination are dismissed with phrases such as "boys will be boys," "it was just a crude and tasteless joke," or "that's life." Most often the harasser of military women is a member of the chain of command. Sexual harassment of women has not been taken seriously by the senior leadership of the Armed Forces.

Sexual harassment is prejudicial to good order and discipline. Sexual harassment can destroy unit cohesion. Sexual harassment is costly. Although DOD and the services have issued direct policy statements prohibiting such conduct, which is clearly illegal, rarely have courts-martial been used to punish incidences of sexual harassment. Enforcement has obviously not been pursued rigorously.

Leaders who fail to take the issue of sexual harassment seriously should be held accountable. Attitudes will change in direct proportion to the will of the institutional leadership, as is demonstrated by DOD's fine record in racial integration.

Is there anyone in this room who would choose to work and to live in the conditions experienced by women in the military described in the DACOWITS report and in other press accounts? Would any of us tolerate open prostitution in our neighborhoods? Would any of us want to live in communities where there are strip shows in the local restaurants and where the "peso parties" of Subic Bay are considered an acceptable Navy unit activity? Would any of us like to live in a community where women cannot walk down the street without being verbally abused or grabbed by US military men? Would any of us like to work in an environment where the Monday morning quarterback talk is not about football, but about sexual exploits in military subsidized houses of prostitution? Should military leaders be allowed to excuse this behavior with phrases such as "that's what makes the boys happy?" And should military men and women and their families be forced to live in such an environment?

MILITARY SUPPORT OF PROSTITUTION

Although I realize this is a difficult issue, it is time for Congress to address the conduct of the US military overseas and the conditions in which they live. US military support of prostitution in foreign ports and bases dramatically and negatively affects family life. The lives of women in the military and the attitudes of military men are also deeply affected by working and living within an environment that condones prostitution.

AIDS, a sexually transmitted disease, is currently a threat to people all over the world. The military has been identified as a potentially high risk group. The consequences of officially sanctioned sexual promiscuity could be devastating to the defense structure of our country. According to a recent ABC 20/20 TV show on prostitution in the Philippines (Sept. 19, 1987), the introduction of AIDS to that country is believed to be from US military men. The concern now is that sailors and prostitutes will pass the disease back and forth to each other, thereby infecting greater numbers of the US and Filipino population. We cannot afford to ignore this issue of officially sanctioned prostitution or the consequences will be devastating.

CONCLUSION .

In conclusion, a moral climate which allows commanders to demand that spouses assume certain duties and responsibilities as a condition of success for the military member, a moral climate which permits sexual harassment of women, and a moral climate which officially sanctions prostitution must change in order to maintain the physical and emotional morale of our military forces. Such changes are not only of utmost importance from a moral point of view, but are ultimately in the best interests of our country and its defense.

Mrs. **Byron**. I think you have answered your own question in that last paragraph.

Mrs. **Becraft**. Sometimes you have to state the obvious many, many times.

Mrs. **Byron**. Mrs. Sydney Hickey, Director of Government Relations, National Military Family Association; welcome.

STATEMENT OF MRS. SYDNEY HICKEY, DIRECTOR OF GOVERNMENT RELATIONS, NATIONAL MILITARY FAMILY ASSOCIATION.

Mrs. **Hickey**. Thank you, Madam Chairman. I request that the full text of my written statement be included in the record.

Mrs. **Byron**. It will be.

Mrs. **Hickey**. Madam Chairman, the National Military Family Association appreciates this opportunity to express its views to you and to your committee.

To briefly add NMFA's comments to those of WEAL regarding the DACOWITS report on the quality of life in the Philippines, it is inconceivable that wives and children would be allowed, even encouraged to accompany their military sponsors on orders of the United States Government to an area where open prostitution, near-nude waitresses, and burlesque shows were officially sanctioned in military clubs.

Realizing that over 60 percent of the total active force have families, the services have mounted extensive public relations campaigns to express their concern for the military family. For the same family to be subjected to the degrading and debasing environment described in the DACOWITS report at best raises substantial questions about the sincerity of this concern, and in fact sends a rather loud and clear message that the "seabag syndrome" is alive and well.

Another major concern to military families is spousal employment. Several programs have been started by the Department of Defense, the administration, and Congress to enhance spousal employment for the military wife. Spousal preference in hiring for Federal jobs overseas started in the early 1970s and has been effective, with over 20,000 family members finding jobs. Executive orders granting spousal preference for military wives returning to the States who have been employed in the Federal sector overseas have resulted in the placement of over 4,000 spouses.

Employment counselors and centers are now found at many military installations. Army "One-Stops" and the JEMS program, though relatively recent initiatives, show great promise for assisting spousal employment. The congressionally directed preference for military wives competing at the GS-5 and above level for DOD civil service positions documents only 26 hires.

Certain factors of the military life style hindering spousal employment must be viewed as relatively constant. Frequent transfers, remote duty sites, and flip-flop role responsibility when the military member is absent are unique aspects of military life. The lag in direct compensation, high unreimbursed PCS costs, high housing costs, inaccessible or costly medical care, and inadequate, unaffordable, and inflexible child care all add to the problems of wives seeking employment at their skill level.

Unfortunately, the current physical situation does not lend itself to immediate resolution of all these problems. However, the need to address them will not disappear, nor will their impact on the family's satisfaction with military life.

Other factors affecting spousal employment can and must be addressed immediately. The guidelines promulgated by the services on civil service preference have put time limits on the spouse's ability to use that preference: 30 days before to 6 months after her husband's PCS date. Frequently the spouse cannot simultaneously PCS with her sponsor. Availability of housing at the new duty station, difficulty in selling the house at the old duty station, the need for children to finish a school year, and health reasons are contributing factors.

Often a Navy wife will not leave a duty station to PCS simultaneously with her husband when he will leave immediately to deploy for 9 or more months. The Navy has been particularly slow in developing implementing guidelines for spousal preference. Exhibit A of our written testimony is a letter from a Navy wife to the September 28 issue of The Navy Times. It graphically illustrates that the July, 1987, Navy guidelines for military spouse preference have not reached the local civilian personnel office. NMFA constantly receives complaints from wives that local civilian personnel offices are either unaware of spousal preference or throw roadblocks in the way of its use.

The Department of Defense Civilian Personnel Office is developing a brochure explaining military spousal preference. Yet, for some reason it will be unable to distribute it to their own local offices. The brochure, therefore, must be sent through the DOD Office of Family Policy to the local family and community service centers with the hope that the wives will hand carry the brochures over to the Civilian Personnel Office.

Would these problems exist if the services were strongly dedicated to spousal employment? The current Senate initiative to lower spousal preference to GS-1 must be supported. Home-based, portable occupations should be further developed and expanded. Employment counselors and centers should be on all military installations. They should work closely with the local civilian community to decrease the apprehension regarding hiring of military spouses. They should substantially increase information concerning employment in the private sector. Innovations to teach new skills or increase skill levels in military installations where employment is limited should be widespread. Military spouses should not have hassles at their local CPO office. These offices must be informed and responsive.

Recent headlines concerning command pressure on some military wives to quit their gainful employment most assuredly questions command support of spousal employment. NMFA's position is that spouses of military members have the right to be gainfully employed, pursue educational goals, or be in volunteer activities as they choose. Neither the exercise of this right nor marital status should in any way affect the career of the military member.

NMFA is aware of the need for unit cohesiveness and esprit de corps in military commands. We strongly support those activities that increase unit camaraderie. Are there activities traditionally performed within the unit structure that would be more successfully accomplished in another arena and whose loss would strengthen rather than weaken the esprit de corps?

If units were allowed to fully develop their potential for social interaction and unit family support without the necessity to meet the voluntary needs of the wider community, would this diminish unit solidarity or support it?

Volunteer opportunities with the thrift shop, Navy Relief, Red Cross, Family/Community Services, youth activities, and allied services could be channeled through a central volunteer clearinghouse, leaving the units free to meet their own individual needs. Some of these unit needs could also be met by those volunteers who desire the job and are trained to meet the commitment.

The Navy's ombudsman program is an excellent example of this principle in action. Ombudsmen are typically not wives of commanders but volunteers from the unit and have direct access to and support from the command. Volunteerism should be just that—volunteered.

Many volunteer jobs within the military community can and should be credentialed. The 1985 DOD spousal survey shows that the married woman whose youngest child is aged 6 to 11 is the most likely to volunteer. She is probably also the one who is preparing to rejoin the gainfully employed work force. Credentialing her volunteer work will enable her to more easily transition to that work force. Her positive experience will enhance the likelihood of the volunteer opportunity appealing to others. Volunteers provide needed services as well as substantial monetary savings. We cannot afford to use them unwisely.

In conclusion, military wives are brighter and better educated than ever before, as is our force. Like their civilian peers military wives are demanding the opportunity to have careers of their own. Gainful employment and volunteerism are not mutually exclusive, They can and should be mutually enhancing.

If the military wife knows that the military establishment respects her as a person and is responsive to her personal and/or career development, her impact on retention will be more positive.

Thank you, Madam Chairman.

[The prepared statement of Mrs. Hickey follows:]

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NATIONAL MILITARY FAMILY ASSOCIATION

STATEMENT OF
SYDNEY TALLY HICKEY
DIRECTOR, GOVERNMENT RELATIONS

Before the

SUBCOMMITTEE ON MILITARY PERSONNEL AND COMPENSATION
of the
ARMED SERVICES COMMITTEE
U.S. HOUSE OF REPRESENTATIVES
OCTOBER 2, 1987

Not for Publication
Until Released by the
Subcommittee

The National Military Family Association (NMFA) is a volunteer, non-profit organization composed of members from the seven uniformed services, active duty, retired and their family members and survivors. NMFA is the only national organization whose sole focus is the military family and whose goal is to influence the development and implementation of policies which will improve the lives of those family members. NMFA appreciates the opportunity to express its views to this Committee.

Today we will address the following questions:

The first is the DACOWITS report of living conditions in the Philippines, specifically the status accorded women if indeed noontime burlesque shows, near-nude waitresses and prostitutes are to be found in military clubs aboard bases. To subject the accompanying wives and families of our military members to such degradation is incomprehensible. Families are allowed to accompany their sponsors to the Philippines - in fact they are encouraged to do so. Surely it should be no surprise that the families of our service men would expect to enjoy a pleasant lunch or evening in a military club. How could the military allow the behavior and conditions that have been reported?

The second question is:

Does being the wife of a military member hinder the wife's career development? If so, how and why? What effect does this have on retention? What can be done to eliminate or ameliorate the problem?

Military wives have more unemployment, underemployment and earn less than their civilian counterparts. Does this affect retention? High housing, PCS and medical care costs, along with the lag in direct compensation are increasing the financial burden of military families. Military wives contribute more to the family's income than their civilian peers. Military families continue to cite spousal employment opportunities as a major dissatisfier. The services have recognized that retention decisions for married personnel are family ones. Over 60% of the total force is married.

What are the hindrances for career development of a military spouse? First, there must be a separation of employment as" jobs", vis a vis employment as career development. The financial situation that military families face often require the income of a spouse. The country is fortunate enough to have a bright and well educated active duty force. We must assume their wives are equally well educated. Women expect to use their education to further their own career development, both financially and personally. A "job" may bring in enough income to keep the family afloat financially, but a "job" with no career progression year after year is not a satisfier.

Certain factors of military service must be viewed as relatively constant and unique aspects of a military family's lifestyle. Frequent transfers, remote duty sites, and "flip flop" role responsibility when the military member is absent are examples of these constant factors. High PCS costs ($2 out of every $3 expended by a military member is not reimbursed), high housing costs, inaccessible or costly medical care, often force a wife to seek employment below her skill level, just to balance the family budget. Inadequate, unaffordable and inflexible child care adds to the problems of wives seeking employment, as does the still present perception in many civilian communities that a military spouse is too transient to be employable.

The judgment of some that a spouse should not be gainfully employed because of obligations imposed on her by virtue of her husband's position is not in keeping with spousal employment goals stated by the services.

SPOUSAL EMPLOYMENT INITIATIVES

o Enhanced spousal preference OCONUS
o Executive Orders 12362 and 12585 enhancing the opportunities within the federal sector, CONUS, for military wives returning from overseas tours
o Spousal preference for Civil Service positions within the Department of Defense at the GS-5 and above level included in the Military Family Act of 1985 as amended in 1986
o Spousal preference for Non-appropriated Fund positions.
o Employment counselors/centers at military installations
    Resume' preparing workshops
    Job hunting technique workshops
    Referrals to Civilian Personnel Offices
    Information on and referrals to private sector employment
    Army One-stops
    JEMS (Joint Employment Management System)

SPOUSAL EMPLOYMENT PROGRESS

Innovative Spousal Employment Counselors in some areas have turned what would appear to be negative employment opportunities in the local area into positive experiences. They offer skill enhancing workshops such as typing and computer programming. Others have arranged for local universities to grant CEUs (Continuing Education Units) for employment workshops, enhancing the resume's of students and volunteer instructors.

Some military installations with Spousal Employment Counselors or Centers actively solicit information on jobs available in the civilian sector as well as federal positions.

Overseas (OCONUS), 41% of employed enlisted wives and 45% of employed officers' wives work for the U.S. Government. Employment opportunities within the federal government would appear to be much less in CONUS, as only slightly over 4,000 returning military wives have been employed under EO 12362; 13.61% of employed enlisted wives and 12.53% of employed officers wives are in the federal work force.

The recently reported figures of 26 military wives hired under the Military Family Act of 1985 and 1986 guidelines may not be accurate. However, with over 30,000 DoD job vacancies a year and over 90,000 military wives actively seeking employment, even figures 100 times this 26 would not begin to solve the problem.

NMFA constantly receives complaints from wives that the local Civilian Personnel Offices are either unaware of spousal preference or throw roadblocks in the way of its use. The guidelines promulgated by the services have put time limits on the spouse's ability to use the preference: 30 days before to 6 months after her husband's PCS date. Frequently the spouse cannot PCS simultaneously with her sponsor. Availability of housing at the new duty station, difficulty in selling the house at the present duty station, the need for children to finish a school year and health reasons are contributing factors. Often a Navy wife will not leave a duty station and current employment to PCS simultaneously with her husband when he will immediately deploy for nine months. The Navy was particularly slow in developing implementing guidelines for spousal preference. Exhibit A is a letter from a Navy wife to the September 28th issue of the Navy Times. It graphically illustrates that the July 1987 Navy guidelines for military spouse preference have not reached the local Civilian Personnel Office. Would these problems exist if the services were strongly dedicated to spousal employment?

Recent headlines concerning command pressure on some military wives to quit their jobs also raises the question of command support of spousal employment. NMFA's position is that spouses of military members have the right to be gainfully employed, pursue educational goals or be involved in volunteer activities, as they choose. Neither the exercise of this right, nor marital status, should in any way affect the career of the military member.

Military wives are well aware of the need for volunteer service within the military community. They are, after all, the consumers of such service. The 1985 DoD Spousal Survey shows that approximately 20% of enlisted wives volunteer whether they are employed, seeking employment or not in the labor force. 44% of officer's wives who are employed volunteer compared to 50% overall. The survey also shows that half this volunteer work is not done on base or post. Is the quality and credentialing of the volunteer job or the expressed need for and appreciation of the volunteer job better in the civilian community?

SUGGESTIONS FOR ENHANCED SPOUSAL EMPLOYMENT

The current fiscal situation does not lend itself to immediate resolution of the lag in direct compensation, high housing, PCS and medical costs, or child care needs. However, the need to address these problems will not disappear, nor will their impact on retention.

The Department of Defense (DoD) must visibly show its support for spousal employment. Military spouses should not have hassles at their local Civilian Personnel Office (CPO). These offices must be informed and responsive. The current Senate initiative to lower spousal preference to GS-1 must be supported. Many younger military spouses cannot qualify at the GS-5 and above level. Home based, portable occupations should be further developed and expanded. Employment Counselors and Centers should be on all military installations. They should work closely with the local civilian community to decrease the apprehension regarding hiring of military spouses. They should substantially increase information concerning employment in the private sector. Innovations to teach new skills or increase skill levels at military installations where employment is limited should be wide spread. Credentialing of workshops and volunteer instructors should increase dramatically.

Many other volunteer jobs within the military community can and should be credentialed. The 1985 DoD Spousal Survey shows that the married woman whose youngest child is age 6-11 is the most likely to volunteer. She is probably also the one who is preparing to rejoin the gainfully employed work force. Credentialing her volunteer work will enable her to more easily transition to that work force. Her positive experience will enhance the likelihood of the volunteer opportunity appealing to others.

A volunteer clearing house showcasing these credentialed volunteer opportunities on each base or post would improve the number and quality of volunteers. In most respects, the military community is a microcosm of the general population. The days of expecting a wife to do certain volunteer jobs because of her husband's position should be over. Volunteerism should be just that, volunteered!

NMFA is aware of the need for unit cohesiveness and esprit de corps in military commands. NMFA strongly supports those activities that increase unit camaraderie. Are there activities, traditionally performed within unit structures that would be more successfully accomplished in another arena, and whose loss would strengthen rather than weaken the espirit de corps? If units were allowed to fully develop their potential for social interaction and unit family support without the necessity to meet the volunteer needs of the wider community, would this diminish unit solidarity or support it? Volunteer opportunities with the Thrift Shop, Navy Relief, Red Cross, Family/Community Services, Youth activities and allied services could be channeled through a central volunteer clearing house, leaving the units free to meet their own individual needs. Some of these unit needs could also be met by those volunteers who desire the job and are trained to meet the commitment . The Navy's Ombudsman program is an excellent example of this principle in action (Exhibit B attached). Navy Ombudsman are typically not wives of commanders, but volunteers from the unit, and have direct access to and support from the command. Volunteers provide needed services as well as substantial monetary savings. We cannot afford to use them unwisely.

Military wives are brighter and better educated than ever before, as is our force. Like their civilian peers, military wives are demanding the opportunity to have careers of their own. Gainful employment and volunteerism are not mutually exclusive; they can and should be mutually enhancing. If the military wife knows that the military establishment respects her as a person and is responsive to her personal and/or career development, her impact on retention would be more positive.

SEPTEMBER 28, 1987 NAVY TIMES 23

Spouse Hiring

After following your articles on the slow progress of the Navy's mandated response for preferential hiring of spouses, I feel I must set the record straight. There is no preferential hiring of military spouses for Navy civilian positions. As explained to me by the personnel staff at the local Consolidated Civilian Personnel Office, the only program that exists is preferential consideration of current federal employees with career status (three continuous years of employment) moving to a new location with their transferred military spouse.

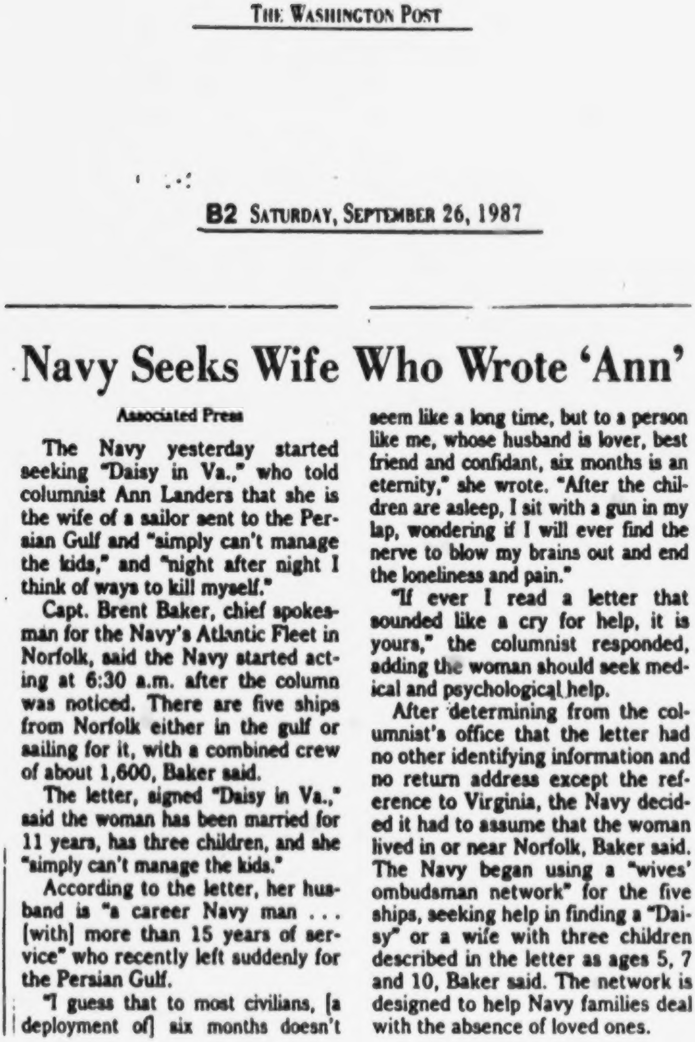
In the new location, a similar position must be open and the spouse must be qualified. While GS-4 clerk typist positions are usually available, the military spouse with the GS-12 or GS-14 position are going to encounter great difficulty.

The often ignored area for spouse employment is Recreation Services, where the Executive Order signed last fall does provide spouses with hiring preferences with no previous federal employment history required. The positions have a wide range of skill requirements — day care director, club managers, clerks, — and salary levels. But the spouse must be assertive as the personnel on bases generally prefer staff "who don't move so much" and may not recognize the preferential hiring order.

Current federal hiring preference regulations do provide military spouses the chance that they may not lose their federal civil services careers when their spouse is transferred. It is a step forward, but in no way should the July 1987 regulations be construed to provide military spouses with employment opportunities. It just ain't so.

NAME WITHHELD

Exhibit A



THE WASHINGTON POST

B2 SATURDAY, SEPTEMBER 26, 1987

Navy Seeks Wife Who Wrote 'Ann'

Associated Press

The Navy yesterday started seeking "Daisy in Va.," who told columnist Ann Landers that she is the wife of a sailor sent to the Persian Gulf and "simply can't manage the kids," and "night after night I think of ways to kill myself."

Capt. Brent Baker, chief spokesman for the Navy's Atlantic Fleet in Norfolk, said the Navy started acting at 6:30 a.m. after the column was noticed. There are five ships from Norfolk either in the gulf or sailing for it, with a combined crew of about 1,600, Baker said.

The letter, signed "Daisy in Va.," said the woman has been married for 11 years, has three children, and she "simply can't manage the kids."

According to the letter, her husband is "a career Navy man . . . [with] more than 15 years of service" who recently left suddenly for the Persian Gulf.

"I guess that to most civilians, [a deployment of] six months doesn't seem like a long time, but to a person like me, whose husband is lover, best friend and confidant, six months is an eternity," she wrote. "After the children are asleep, I sit with a gun in my lap, wondering if I will ever find the nerve to blow my brains out and end the loneliness and pain."

"If ever I read a letter that sounded like a cry for help, it is yours," the columnist responded, adding the woman should seek medical and psychological help.

After determining from the columnist's office that the letter had no other identifying information and no return address except the reference to Virginia, the Navy decided it had to assume that the woman lived in or near Norfolk, Baker said. The Navy began using a "wives' ombudsman network" for the five ships, seeking help in finding a "Daisy" or a wife with three children described in the letter as ages 5, 7 and 10, Baker said. The network is designed to help Navy families deal with the absence of loved ones.

Exhibit B

Mrs. Byron. Thank you very much. Let me now go to some questions.

First of all, Mrs. Gibson, were you on the trip to Europe last year or were you just on the one to the Far East this year? It seems——

Mrs. Gibson. I was on both.

Mrs. Byron. You were on both?

Mrs. Gibson. I was on both trips.

Mrs. Byron. It seems to me that you have certainly made a much stronger impact on your trip to the Far East than on the European trip. I am curious as to why this happened. Obviously you have gotten some attention. Was one of the reasons because of the situation? I think you testified that you found about the same, many of the same issues in both trips. But the sexual activities in the Far East, were they more explicit, more vocal, more out in the open?

Mrs. Gibson. With respect to comparing the two trips, I found that perhaps it is the greater distance in the Pacific, a much different climate and environment than in the European community, that caused an exaggeration of the same issues.

Although we did find sexual harassment in Europe and were disturbed by it, yet we found it to a greater degree, as we have addressed in the DACOWITS report, in the Western Pacific.

Mrs. Byron. Do you think the problem is worse in the military than in society as a whole, and the severity of the charges stemming from your Far East trip are ones that have been recognized?

Mrs. Gibson. Madam Chair, I suggest that that is almost a chicken-and-the-egg question. I think a response on that would bear on one's individual experience.

It has been my experience, however, having been in the private and the public sector, that organizations can control and can have standards of behavior. It may not be able to say how people think and change those internal attitudes, but it certainly can say what is acceptable behavior with respect to the organization in which the individual serves.

Mrs. Byron. When you came back from the European trip in 1986 and cited some of the problems there, as far as you can tell, was there any impact from that report? Are you aware of any action that DOD or the services have taken to correct the problems that you pinpointed at that time? I think we have seen from the Far East trip that some disciplinary action has been taken against Commander Harvey, the CO of the U.S.S. *Safeguard*. Can you cite a similar incident?

Mrs. Gibson. With respect to the European visit, yes. Immediately upon return, General Elton, then head of Army Personnel, met with our entire committee to be briefed on our findings. He was deeply concerned. It is my recollection that the Chair met privately with the Air Force. As a result the DACOWITS had a briefing at their next full meeting on the program and methodology that those services were going to use in order to track sexual harassment. Again, as I mentioned, we are following that with great interest.

Mrs. Byron. Did you have an opportunity to speak to the post commander about the findings, or did you wait till you got back and then deal from this aspect?

Mrs. **Gibson**. It is the DACOWITS custom, whether we are on an individual basis making a base visit, or as a committee, to meet with the commanding officer to debrief them, so they are aware of those things that we find are of concern to us, and we feel should be of mutual concern to them.

Mrs. **Byron**. I have, as many of us do, visited many of the bases and it is not at all surprising for me to be walking along a base and have an enlisted woman reach around the corner and say, "Can I talk to you for a minute?" or, I also meet with them later on in the evening after the day is finished or what have you. I have found that some of the things that have been brought up, and really, speaking to the base commander at the time, I have found and been absolutely astounded that, talking to the young woman, something has been going on for 6 months or longer and the base commander has no knowledge of any of these problems.

Unfortunately, I do not have the time to go back 6 months later, or a month later, to find out whether some of the things that had been brought up had been turned around a little bit. But I do think it is so vitally important that the incidents are reported and reported immediately to the base commander. Because, what it does in the long run, it avoids those situations happening again.

Mrs. **Becraft**. Madam Chairman, you have just pointed out, part of the problem.

Mrs. **Byron**. I know that.

Mrs. **Becraft**. Base commanders are quite unaware of sexual harassment. They might not even realize it happens. But between a young enlisted woman and the base commander you may have 20 layers of the chain of command that may have been telling her, it is all in your head. So it is a chain of command problem, really, and the top layers may be isolated from——

Mrs. **Byron**. On a much smaller level, I cite, once again, 8 years on the Air Force Academy Board where I met one time with a woman panel of women cadets. Just at the end of it one of them said, "Well, can I talk to you about one other issue?" I said, "Yes, of course."

There was a serious problem at that time, which we addressed late into the evening. Fortunately I was there at the time to meet the need and to bring some things to the Superintendent's attention that needed to be addressed.

I think we need to make sure that those voices are heard and are not out on their own.

Let me adjourn the committee for a few minutes. We have a vote over on the floor and if you will bear with us, we will be back in a few minutes.

[Whereupon, at 2:41 p.m. there was a brief recess.]

Mrs. **Byron**. Let me return to a question that I was asking when we left to go vote, and that is that we have touched on the sexual harassment, military versus the public sector. Did you find in your report that it was more prevalent in one service than the others or was it about the same?

Mrs. **Gibson**. I believe that there was a great deal in both services. In all candor I would have to say that I found it to a greater degree in the Navy.

Mrs. **Byron**. Following that along, then, I think one of the things that concerns me so much about the sexual harassment, especially in the Pacific, is that the very people that should be exercising leadership are the ones that are committing the harassment. Because of the chain of command on the U.S.S. *Safeguard*, the very problem in this instance—women—we were touching on it earlier—could not get their complaints heard. Are you satisfied with the disciplinary action that was taken in that case? The Navy has taken some action. I do not find it fairly extensive. The individual involved is no longer on board ship with a ship command. He is in the Navy. He has been reprimanded slightly.

Mrs. **Gibson**. I wonder. We know that he has been found in violation. With respect to the U.S.S. *Safeguard*, he has been found in violation of ten charges, that he has been relieved of command, he received a letter of reprimand, and he has been fined a half of base pay for 2 months.

Some would say this seems not particularly severe. I do understand that the proceedings were conducted in a closed Admiral's Mast which some might question, given the strong public interest in this particular case. I would be interested in what the status of his security clearance might be or the type of discharge that he might receive upon retirement.

Mrs. **Byron**. It seems to me—and I have not read in depth the case per se—but from my understanding of that case, and my knowledge of the system that I think he got off very lightly. I wonder if in your report have you found that one service versus another more vigorously enforces sexual harassment regulations, and is there one of the branches of the service that plays a stronger advocacy role in that type of behavior?

Mrs. **Gibson**. In all fairness to the services, I could not say one is better or worse than the other. I found in my conversations with women, that it is individuals in the chain of command. If women have very positive experiences when they do bring grievance or complaint, it is because of their perception that the individual that they know that they are going through is regarded as "professional", with integrity, or will treat you fairly.

Mrs. **Byron**. I think one of the things that we need to be concerned about is what kind of a signal is sent not only to the career military woman but also to the career military wife and to the family when cases are brought forward. The case in the Air Force at Grissom Air Force Base is one. I know Secretary Aldridge has appointed a panel. General Burshnick is head of that panel. They are to report back, I believe, in November. I talked to someone the other day on that panel, and asked them to send me a report and an update as soon as they could get any information, and then a final report.

But I think when you look at a panel made up of individuals, that panel can be constructed any way you wish it to be constructed, depending upon what individuals are put on that panel. I hope that this panel will be open-minded, look at the issue from the broadest scope, and at the spouse issue, which is a very, very large one within our military.

Mrs. Becraft, you were talking about the military wife working. At the same time, when we look at the military wife that is working, there is another factor that I think you have to take into consideration. That is, within the military family—and I use that word very strongly—the wife and the support system have been a very integrated part of any military life. When you have a husband or a wife that is deployed for 6 months or 3 months on TDY, and then you find a tragic accident per se, that military family is a very, very important support system. I think we do not want to lose track of that.

Mrs. **Becraft**. Madam Chairman, I could not agree with you more. My colleagues and my contemporaries out there that are commanders' wives all care about the military family. These commanders spouses are out there doing an enormous amount of volunteer work. Just looking out for military families, entertaining them, helping them. They do that with all their good intentions, and with all their heart and soul.

The issue is, how? Should they——

Mrs. **Byron**. Just because a wife works does not mean that she is not compassionate——

Mrs. **Becraft**. Exactly.

Mrs. **Byron**. Not understanding and not there as a part of the support system.

Mrs. **Becraft**. Exactly. Because, Madam Chair, all wives in the chain of command work. All the younger wives are employed or going to school or involved in child-rearing activities. The whole social structure which was once very functional is no longer functional. The commanders' spouses of today have all the talents to make outstanding contributions to the military community but they are bumping up against the tradition of the institution and therein lies the problem. Commander couples, when you go to a command—I speak from experience because this is my second one—look at the responsibilities and talk this out. How are you going to best take care of your lives, your children, and the lives of the people in your spouse's command? How can you meet certain obligations?

I think you have to give them the integrity and the choice; this is really about choices.

Mrs. **Byron**. Mrs. Schroeder.

Mrs. **Schroeder**. Thank you very much, Madam Chairman. I really want to thank you very much for having these hearings.

Let me first start out by looking at the sexual harassment. I went back and looked at the hearings we did on this a long time ago. This is nothing new. We could just kind of put them in the record. It is pretty depressing to think that we do hearings and nothing happens. In a prior hearing we had chaplains testifying. The chaplains testified they were aware of the prevalence of it on bases, because they had served on a lot of different bases.

They felt one of the reasons the chain of command did not deal with it is that it did not look good on the chain of command's record. So you suppressed it. There was no positive reason for a commander to really take it on and say, we are going to get rid of this. Instead, it was good to cover it up, and therefore you wanted those layers that covered it up. Is that still true? Were the chaplains right to begin with? No one challenged it then, and my guess is it is still the same today. What I would say it would take, then, is top-down pressure saying, there is going to be positive points for commanders who clean this up. Yes, please?

Mrs. GIBSON. Based on my experience I suggest that same attitude still exists; that it is better to cover it up.

One of the things—I think it is worthy of note, though, is that when the presentation was made to the DACOWITS committee in our most recent meeting on sexual harassment and the report was made—we were looking at specifically Air Force and Army, we noticed as compared to previous—if I am recalling correctly—the previous presentations, that the reported number of incidents had gone up, and the reaction of our committee was that this was not a bad thing. But it indicated to us that there was a greater readiness to deal with the problem and a greater confidence by the people submitting those grievances that they would be dealt with credibly.

Mrs. SCHROEDER. I think that is true, but how do we finally get the Department of Defense to enhance the incentives for resolving sexual harassment cases. When will we finally put this beside us, so we do not have to keep having hearings about, oh, yes, it is worse or it is better or it is moderate? I mean, it should not be there, period.

Mrs. GIBSON. When the head of an organization, be it in a private capacity or in the military, adopts the attitude that sexual harassment or discrimination will not be tolerated and conducts themselves that way, those reporting to them realize the way the organization is going to operate. Their behaviors will be in accordance with what their superior expects, particularly if people who do violate and are found guilty of sexual harassment are punished. They do understand consequences.

Mrs. SCHROEDER. That is right. I would join all of you in saying that the punishment still does not appear to quite meet the offense.

But one of the things we toyed with, then, and think about it, is whether or not we had the chaplains making some kind of report on bases as to what they saw, just a casual one, to see if it fit what the command report stated.

The reason we did not pursue it was because in a way, you worry about their professional privacy thing; you do not want them turning people in. Is there a way to do a generic report saying what they saw without specifics to compare with what they were hearing through the command thing? I do not know.

But at some point you have got to say, enough, and this is ridiculous.

Let me talk about spousal employment because they drive me crazy. We have done everything we know how to do to get them to move and you are exactly right. You go on a base and you say, how is this spousal preference working? People's eyes glaze over and they look at you like, "The what?" What is the problem? Who do we blast out to get moving on it? I mean, I get arms folded and they say, "Listen, lady, we have been around longer than you ever have been. Get out of here with your silly ideas."

Why is there not more pressure by the Defense Department to open that up, to crack that?

Mrs. HICKEY. It is my personal opinion that the military and the Department of Defense need to remind themselves that the Civilian Personnel Offices work for them.

Mrs. **Schroeder**. Amen.

Mrs. **Hickey**. Eighty-nine percent of the complaints we get are from what the Civilian Personnel Office has done. Cases of where they have sent them from pillar to post around the base, and the whole ballgame. Certainly the example that was in my written testimony; no spousal employment ever existed that required you to be a 3-year career civil servant. This is continual. As far as we can see, it is from the top down within the Civilian Personnel Office.

I may be a little naive but it seems to me that if the CPO works for the uniformed branch of the armed services and the uniformed branch or head of that is committed to spousal employment, then the hassles at the CPO would stop.

Mrs. **Schroeder**. It certainly seems that simple to me I could bring my mail down here and compare it with what you hear. We have had people tell us they have had to get up out of a hospital bed and run down there because they heard that the window was open for like 3 minutes. You know, it was like, "Okay, you can get it in. If you don't get it in then we are going to give it to our own."

But there was a real holding back of those jobs by the civilian personnel people for their own buddies and a real buddy-buddy system going on, and they are very resentful of this. For the life of me I have not been able to get the people in the Secretary of Defense's Office whom we appointed to oversee families. I think that they are really bulldogging this. They do not seem to want to do it. So, it is very frustrating to me,

I also think that commanders' wives should be paid. I look at universities and everyone else, and they give a spousal equivalent. If the person is not married or the person's spouse is working, they have money to pay someone for the required duties. I also think it would help the commanders' wives to get more respect, or whoever it is, when they do find these things out. I often find them saying to the families, take your problems to the wife. Only she is not paid, and if she goes and asks the other agencies they say, "Oh, there she goes again. Isn't it awful. These commanders' wives are always—" We are referring the complaints and we are giving her that job, I think then we ought to give her or him the dignity of the money to carry it out, because that is how our society evaluates people.

Mrs. **Becraft**. That certainly is. I could not agree with you more.

Mrs. **Schroeder**. I do not know what to do about the club thing either. I remember when Toni Chayes was down there a long time ago. She used to call me and I would call her and say, these young women officers are incensed. They have to belong to the officers' club. They go in there and it is topless go-go. They are supposed to be down there for their career—terrific.

I remember her putting an order out saying she stopped it once and for all. Then the young women would say, well, come with us, we are going to take you out, and let me tell you, it is still topless. They call her and she is saying "That is impossible. I put an order out. It stopped." When they called everyone in the room, the people said, "Well, we didn't think you really meant it, Mrs. Chayes. So we didn't send it out."

Again, I do not know how many times you have to go through it. For the young women officers and the military families you are going to have sexual harassment on the job or something if you are tolerating that kind of stuff in the officer's club. It is crazy. So, how many hearings do we have to have on that?

Mrs. **Becraft**. I do not know. If you look at the retention of the force, data shows that the family is the most important factor in the retention. To me that is the way you get the services to focus on it. The leaders have got to be held accountable. Perhaps it means adding a quality of life block on the Efficiency Report. If you have got go-go girls on your base you do not get a one in that block.

Mrs. **Schroeder**. That is a good idea.

Mrs. **Becraft**. On the employment issue, there are two points.

First of all, many of the senior leadership feel a vested interest in maintaining the status quo and part of that is not encouraging or supporting spouse employment. So they are torn on that. Some of them really believe spouses should not be employed and some of them do not. Since the message is not out there, it does not transfer down to the civilian personnel people.

The people that have to write the policies, the implementing policies, have devised extremely restricted ones. It appears that the civilian personnel people do not view themselves as working for the military, and the military do not hold CPO persons accountable. Many civilian personnel people, appear to view themselves as working for their buddies or for their outside civilian community.

Then there is the commander at a base, I will use an Army example because I know that the best. Take an infantry commander for example. Many of them have little experience working with civilian personnel. By the time they are the commander of a base, and they get into the civilian personnel issues, it is a new personnel system. They have not been raised on it. Their eyes glaze over. So they play these little games, maybe not out of intent, but just out of lack of knowledge. They have not had to be accountable for that.

I must say I am very pleased that Secretary Taft has asked the services to start tracking the numbers that have been employed as a result of the Military Family Act in the spouse preference. At least you will get some data. Twenty-six spouses in all of DOD hired as a result of spouse preference is shockingly low.

Mrs. **Schroeder**. Very low.

Mrs. **Becraft**. Right.

Mrs. **Schroeder**. It will not be too hard, will it?

Mrs. **Becraft**. No. There is data on employment of military spouses because of the executive order that is held by OPM, The executive order has been in place for 5 years. Approximately 5,000 military spouses have been placed as a result of this executive order. But you can see posts and bases where not one spouse in 5 years has been employed. It tells you something.

Mrs. **Schroeder**. Boy, does it ever. As I say, I just go around and keep saying, tell me how it is working here. People look at you like, "What's it?" You know.

Mrs. **Becraft**. In some places it is working well.

The other difficulty, and this is what I believe the legislation was meant to address, concerns spouses qualified for jobs rated GS-5 through GS-8 and above. Currently many local union bargaining agreements at military installations require that everybody enter at a GS-2 level. So you can be a GS-11 and transfer with your spouse to Camp Swampy and be forced to enter the system the GS-2 level. Meanwhile the implementing instructions are still being xeroxed off at the Pentagon.

Mrs. **Schroeder**. I thank you.

Mrs. **Byron**. I think you have got a good dialog going, and let me bring up a point that concerns me. We have such a diversity of military bases within this country. We have some of them that are so rural that unless you are able to find a job on the base, there is nothing there for you. I see I have got Mrs. Hickey excited on that. But let me follow that through a little bit because we have many of our families and women that are stationed overseas. Your overseas environments, by and large, are quite different. Not all the cultures treat their women as we do, and yet it is not at all unusual for us to require a young military person on AWACS detail to be in Saudi, or the wife of a military person and a family to be in one of the Arab countries. At the same time, we have had a long history of problem with our deployment of troops in Germany.

I had a delegation of German, not parliamentarians, but they were local legislators, see me on several occasions that were very, very concerned about this new spousal employment on military bases policy that we have pushed. They said that is one of the things that they were guaranteed and were due them.

My problem with that is that when the agreements were reached back in the 1950s that may have been the case, but we are not living in the 1950s now. We are living in the 1980s, almost the 1990s. Times have changed.

Back in the early 1950s it was unusual for a spouse to be employed. Now it is the norm for many of our military spouses to be employed, and I think we have to address that with the employment aspect on overseas assignments.

As long as we are going to deploy families, which we are going to continue to do, and as long as we are going to deploy military women overseas, we are going to have to address those issues and make sure that they are given the opportunity to proceed.

Mrs. **Schroeder**. You know, Madam Chair, maybe what we ought to do is get the top command in here to find out why we keep getting the same reports over and over, why nobody ever hears why. There is not a woman sitting at that table that wants to keep doing this. I mean, you would love to be out of business. Wouldn't it be wonderful if spousal employment worked, there was no sex harassment, they cleaned up the clubs, and families were focused on? I do not think top command is ever going to recommend celibacy. I think they understand celibacy is not going to work in the military.

If they would look at that and say, people are going to have families because you have to have a level of training, which means they are going to be older, which means they are going to be married, and they also see that families are the reason they get out. We ought to get them in and say, how many of these theories do we have to have before we start seeing some progress?

Mrs. **Byron**. Let me ask you if you can document for me what we hear time and time again, that all of a sudden somebody will not be given a command position or a senior NCO if they are unmarried or if they are unaccompanied? Is there any way that we can get some specifics on that?

Mrs. BECRAFT. I think the way that you could do this— and all the military people in the audience will just shudder—but you could bring in the Services' Personnel Assignment officers responsible for filling those commands. You could put them under oath and you could ask them.

Mrs. BYRON. We have heard, just off the top of my head I can hear you, so-and-so is—forget it, he is not going anywhere because they are not married. Somebody else has a wife who has a job and she refuses to leave for the twelfth time, so he is not going to go anywhere. Or the one case that has got to be one that was made up, where an individual who had an opportunity for command was married just for the tour, the duration of his command.

Mrs. BECRAFT. As you know I have been widely quoted recently on this topic and, as a result, many men and women have called me to relate their own personal stories. However, I will use a personal example. In August my husband relinquished command of a battalion at Fort Dix, NJ which happens to be colocated with McGuire Air Force Base. At the change of command the people on the dais were talking about the commander's wife issue as reported in the newspapers; and believe me I was not the one that brought it up!

The commanders and their spouses at Fort Dix have met their counterparts at McGuire. Quite naturally they compared notes. My Army contemporaries verified once again that the pressure on the Air Force commander's wives is well known and very real. I also learned that the Air Force includes an interview with the spouse as part of the selection criteria for the base commanders. I have since confirmed this with political people in the Air Force.

The pressure on the commander's spouse is very real and it is not just limited to the Air Force. Each service has their places. From my observation it tends to be more of a problem in the combat arm of each service. Perhaps those are the areas that are most resistant to change.

Mrs. BYRON. Mrs. Hickey, you spoke about the command pressure on some of the wives to quit their jobs. Could you elaborate a little bit on this? Can you cite some cases?

Mrs. HICKEY. I was basically referring to the reports at Grissom, but that is not anything new. In 1982 when our organization, then called the National Military Wives Association, did a survey in Europe of military spouses. They had Army wives coming in the middle of the night, at 1 and 2 o'clock in the morning, to knock on their hotel rooms in the BOQ crying, telling them that they were being forced to do volunteer work or forced to do something else rather than to work. They did not feel that they would be safe in coming forward. This is not a new problem. Unfortunately, we do not feel that it is getting any better, either, in certain areas.

I agree with Mrs. Becraft that this is not true across the board.

Mrs. BYRON. Yes, I think what we run into in any area is a particular individual, and it is an individual view. What we need to make sure is that we are not blasting the whole system on an individual or a number of individuals. But I think it is more than just one or two incidences.

I can remember very distinctly as a military spouse on an overseas assignment with two young children. The whole scenario; the husband is in the field, the young children have to go to the hospital, et cetera. Yet I found that because I did not participate in the system, I did not do the voluntary work because I had two small children, I got by with it.

I do not know whether I am the exception to the rule or not. I think what we have to look at is the overall concept. There are cases that are wrong. We have got to make sure that those cases are rectified. We have got to make sure that such as the case in the Philippines with——

Mrs. **Hickey**. Madam Chairman.

Mrs. **Byron**. Yes?

Mrs. **Hickey**. One.

Mrs. **Byron**. Commander Harvey, I think we have got to make sure that there are not repeats of those cases. Yes?

Mrs. **Hickey**. One of the things that bothers me a little bit is that it is somewhat easy to say we have an isolated case here and an isolated case there. But I think we have to wonder why did that particular commander, wherever, think that this was okay? Or maybe not only okay, but maybe better than that? Where did his perception come from that this is something he was supposed to do?

So is there some way that the higher command is leaving this perception——

Mrs. **Byron**. Unaddressed.

Mrs. **Hickey**. Intentionally.

Mrs. **Byron**. How did he get to a command position with that perception?

Mrs. **Hickey**. Right.

Mrs. **Becraft**. In my written testimony I identified two articles, one from the Air Force.

Mrs. **Byron**. Yes, I have read those.

Mrs. **Becraft**. I am sure that the Air Force can provide them for you, and the tape from the Army, that gives the same message. The message, I think, is quite clear, at least to those who are there to receive it. It is that kind of message that is demoralizing to people. Those tapes and publications go. Basically, if it is written, or if it is distributed by the service, it in fact has their blessing. Because, believe me, if it did not have their blessing they would not distribute it.

Mrs. **Byron**. If it walks like a skunk and smells like a skunk, it must be a skunk?

Mrs. **Becraft**. That's correct.

Mrs. **Byron**. Let me say that my colleagues have all deserted me but I do appreciate your taking the time out of your schedule, Mrs. Becraft. I know it was not easy for you to get here this afternoon. I am glad that we could accommodate you.

Mrs. **Becraft**. It was my pleasure, and I appreciate your having these hearings, Madam Chair.

Mrs. **Byron**. Thank you all. The committee is now adjourned.

[Whereupon, at 3:29 p.m. the subcommittee was adjourned.]

House of Representatives,
Committee on Armed Services,
Military Personnel and Compensation Subcommittee,
Washington, DC, Thursday, November 19, 1987.

The subcommittee met, pursuant to call, at 10:05 a.m., in room 2118, Rayburn House Office Building, Hon. Beverly B. Byron, (chairman of the subcommittee) presiding.

STATEMENT OF BEVERLY B. BYRON, A REPRESENTATIVE FROM MARYLAND, CHAIRMAN, MILITARY PERSONNEL AND COMPENSATION SUBCOMMITTEE

Mrs. **Byron**. Good morning.

This morning we continue the second in our series of hearings on women in the military. At the October 1 hearing, the subcommittee directed its attention to the recent trip of the Defense Advisory Committee on Women in the Service, known as DACOWITS, to the Western Pacific.

In its report, DACOWITS expressed concerns, first, that sexual harassment may be widespread in WestPac, particularly in the case of the Navy and the Marine Corps women, and second, questioned the career paths and promotion opportunities available to women.

As a result of the DACOWITS report, both the Navy and the Department of Defense established task forces on women in the military, which are due to report back to their respective service secretaries in early- to mid-December. It is my intention to have the service and DOD witnesses before this subcommittee in December, prior to adjournment if those reports are available.

Sexual harassment will probably be one of the major items of discussion at that time.

In the meantime, I would like to focus on questions of career opportunities for women, and I think it would be useful to take a look at the present law governing the utilization of women and how they are implemented by the different services.

The current statute dates from years ago. In the intervening 39 years, the nature of warfare has changed dramatically in our increasingly technological society.

Our first witness today is Martin Ferber, Senior Associate Director of the National Security and International Affairs Division of GAO; accompanied by Thomas Denomme and Beverly Bendekgey. Mr. Ferber will address the present combat exclusion law and the services' policies and procedures to implement those laws.

In addition, it would be very helpful to know what our NATO allies are doing in this area. Recent press reports indicate that both the Danes and the Canadians have been expanding the types of jobs available to women, including positions closed to American military women.

What about the rest of our allies? Our next witnesses this morning, Dr. Sandra Stanley and Dr. Mady Segal, will address that question. Sandra Carson Stanley is a visiting Associate Professor of Sociology at Towson State University and Mady Wechsler Segal is Associate Professor of Sociology at the University of Maryland.

They are collaborating on a book about military women in NATO. Dr. Segal has recently completed an analysis of congressional testimony and debates about women in the military in the United States from 1941 to 1985.

The foreign affairs bill is on the floor this morning, and I am concerned that we must get as much information and testimony on the record as possible before being interrupted by a series of votes. I will, therefore, ask Mr. Ferber to present his testimony, followed immediately by Drs. Segal and Stanley.

At the completion of all the testimonies, we will then be able to address the questions to either set of witnesses.

I want to thank all of our witnesses for their testimony today. We will have your statements together in a very short time frame in order to accommodate the subcommittee schedule. We greatly appreciate your testimony.

I view this as an informative hearing which will help the subcommittee in the assessment of the presentations made by the services and DOD at next month's hearing, as well as the Dickinson-Proxmire-Cohen bill pending before this subcommittee.

Mr. Bateman, do you have an opening statement?

Mr. **Bateman**. Madam chairman, I do, but I would ask unanimous consent that it appear in the record without delivery in order that we may proceed to the hearing.

[The prepared statement of Mr. Bateman follows:]

PREPARED STATEMENT OF HON. HERBERT BATEMAN, A REPRESENTATIVE FROM VIRGINIA

Good morning, and let me extend a warm welcome to our witnesses.

As the chairman points out, this is the second in a series of hearings on women in the military. In our last hearing, the subcommittee focused on problems encountered by women in the military, such as sexual harassment. Today, we will take a closer look at how the U.S. armed forces utilize women and compare our experience to that of our NATO allies. The General Accounting Office has been looking into how the United States employs its military women for some 9 months and Doctors Segal and Stanley have done extensive research on the kinds of positions held by military women in Canada and Europe. It will certainly be interesting to see whether the military services and the nations that are expected to fight together have uniform or, at least, consistent policies concerning women.

As I stated at the last hearing on this subject, Madam Chairman, women now comprise about 10 percent of the total active duty force. The demographics of this country suggest that this statistic is likely to go up, so I thank you for focusing attention on this issue. Clearly, Congress will have to grapple with the impact of the declining pool of military-eligible young men in the coming months and years, and I think these hearings will prove useful in helping us to consider future options for manning the All Volunteer Force.

Mrs. **Byron**. Thank you.

Our first witness may proceed.

STATEMENT OF MARTIN M. FERBER, SENIOR ASSOCIATE DIRECTOR, NATIONAL SECURITY AND INTERNATIONAL AFFAIRS DIVISION, U.S. GENERAL ACCOUNTING OFFICE; ACCOMPANIED BY THOMAS DENOMME, GROUP DIRECTOR, NATIONAL SECURITY AND INTERNATIONAL AFFAIRS DIVISION, U.S. GENERAL ACCOUNTING OFFICE; AND BEVERLY BENDEKEGY, EVALUATOR, NATIONAL SECURITY AND INTERNATIONAL AFFAIRS DIVISION, U.S. GENERAL ACCOUNTING OFFICE

Mr. **Ferber**. Thank you.

Madam Chairman and members of the subcommittee, I have a detailed statement that I would like to summarize now.

Mrs. **Byron**. That statement will be submitted for the record.

Mr. **Ferber**. Thank you.

We are pleased to be here today to discuss the military services' interpretation and application of the combat exclusion laws for women in the military.

We are reviewing this and other women in the military issues for Senators Proxmire and Cohen.

Since the inception of the all-volunteer force in 1973, women have become a significant and integral part of our military services. In 1986, they constituted 10.1 percent of our overall forces, up from 2 ½ percent in 1973 and the kinds of jobs held by women have continued to expand. Statutory restrictions, however, limit the jobs available to women.

My testimony today provides background on the statutory restrictions which were enacted almost 40 years ago and the services' policies for implementing those restrictions. While the services are making an effort to apply the restrictions accurately in a changed warfare environment, their applications have resulted in questions concerning the impact of their restrictions on military women's career progressions and the military jobs they can hold.

In 1948, Congress acknowledged the contribution women made in World War II and passed the Women's Armed Services Integration Act of 1948. That Act established career opportunities for women in the military.

The Act, however, also restricted, one, the total number women in the military; two, the kinds of jobs they could hold; and three, the military rank they could achieve.

For example, the total number of women in the Army and Air Force and the total number of enlisted women in the Navy could not exceed 2 percent of total authorized strength. Also, Air Force, Navy and Marine Corps women could not be assigned to aircraft which were engaged in combat missions and Navy and Marine Corps women could not serve aboard any Navy vessel except hospital ships and Navy transports.

The weapons of war and battle strategies have changed dramatically since 1948. Also, the capability to deliver weapons from remote locations increases the vulnerability of civilians and military alike. Modern technology and the strategies and tactics it produces blur the boundaries of the battlefield.

In addition to these changes in the conduct of warfare, the role of women in society has also undergone dramatic changes. As a result, the services are faced with the dilemma of applying a 40-

year-old statute in the context of modern warfare and the changing role of women in American society.

There have been two amendments to the 1948 Act. In 1978, a major change was made in the types of jobs women could hold. Restrictions on Navy and Marine Corps women were reduced to allow them to fill permanent assignments on noncombat ships, such as tenders and rescue ships.

It was this change that enabled women to serve on the U.S.S. *Acadia*, a destroyer tender which provided repair and logistics support to the U.S.S. *Stark* in the Persian Gulf this spring. Of the 1,336 crew members, 240 were women.

Today, the services have identified the kinds of assignments that are available to women based on their understanding and interpretation of the statutes.

In the Air Force, women cannot be assigned to aircraft engaged in combat missions. The Air Force has defined combat mission aircraft as those whose principal mission is to deliver munitions against the enemy.

On this basis, women cannot be assigned to Air Force fighter and bomber aircraft.

The Air Force believes that the restriction against flying combat mission aircraft is intended to provide women some degree of protection. This interpretation has evolved over time.

Prior to 1985, exposure to either hostile fire or substantial risk of capture alone could have excluded women from some jobs. However, an Air Force review of its policy and legislative history of the combat exclusion statute and how that related to the conduct of modern warfare resulted in the combined use of the hostile fire and risk-of-capture tests.

Under this revision, the Air Force opened up to women the RC-135 reconnaissance aircraft and two EC-130 electronic warfare aircraft missions on the basis that, while the crews might be subject to enemy fire, they would not also be subject to a substantial risk of capture. However, it is this same criteria which excludes women from reconnaissance aircraft over hostile areas. If shot down, they would be subject to capture.

Navy and Marine Corps women cannot be assigned to aircraft or Navy vessels engaged in combat missions. This precludes the assignment of women to such ships as aircraft carriers, destroyers and submarines. The Navy also excludes women from ships which travel with the combatant group, even though, in and of themselves, they would not have a combat mission under the Navy definition. Thus, jobs on combat logistics force ships are closed to women on the basis that they travel with the combatant group.

With the Marine Corps, the level of physical risk is also a factor. As a result, women can pursue 33 of the 37 Marine occupational fields. The four that are closed are infantry, artillery, tanks and amphibious vehicles and naval aviator flight officer. Women may, however, be assigned to combat support and combat service support units in a designated hostile fire area where they could become involved in defensive combat action resulting from an enemy attack.

There are no statutory combat restrictions for Army women. The Women's Army Corps, in existence as a separate unit since 1942, had its own exclusions. However, with the dissolution of the Corps in 1978, the Army developed its own combat exclusion policy based on its interpretation of congressional intent as reflected in the statutes affecting the other services.

Army policy is intended to open to women all jobs except those having the highest probability of engaging in direct combat. The policy recognizes that the modern battlefield is fluid and lethal and that all soldiers, male and female, will be exposed to the threat of injury or death throughout the theater of operation.

Army policy is governed by the Direct Combat Probability Code system, which ascribes to each Army job an assessment of the probability of that job participating in direct combat. The policy was derived from analysis of four criteria: the duties of the job, the unit's mission, tactical doctrine and location on the battlefield.

Jobs are assigned a code, P1 through P7. P1 represents the highest probability of engaging in direct combat and P7 the lowest. Women cannot be assigned to P1 jobs.

Army officials told us that the battlefield location has the greatest impact on the P rating of a position. Jobs in areas located forward of a brigade's rear boundary are generally rated P1 and, therefore, closed to women. However, women may fill jobs in forward support battalions which provide combat service support forward of the brigade's rear boundary.

Formation of the forward support battalions resulted from a reorganization of support services as part of the Army's transition to the Army of Excellence. Previously, separate medical, maintenance and supply and transportation battalions were located behind a brigade's rear boundary. Under Army P rating criteria, women were assigned to those units. The reorganization transferred those services to only one main support battalion still located outside the brigade and three forward battalions now located forward of the brigade's rear boundary.

The initial effect of the location change was the coding of all forward positions as P1, closing jobs to women which they had formerly held. After a review of this effort, which the Army called unintentional, and with strong support from field commanders, the Army opened the battalions to women.

In addition, women may serve in other jobs which require them to periodically transit the maneuver brigade rear boundary and there is no limit on how far forward a woman may travel during a temporary excursion.

Given the complexity and fluidity of modern warfare and the considerably changed social role of women, it is difficult to draw clearcut lines which identify safe versus dangerous locations, military jobs women can or cannot do, or military jobs women should not do.

While the services are trying to apply the statutes accurately, the language of the statutes permit different interpretations in the context of modern warfare. The common theme in the application of the combat exclusion provision seems to be an effort to preclude women from the most frequent or severe exposure to the risks of war. Below this overall criteria, however, the extent to which degrees of danger can be reliably differentiated in the context of modern warfare is questionable. As a result, women are excluded from some "fighting" jobs, not others and may be "protected" in some jobs, but are at substantial risk in others.

Air Force officials told us that women can successfully serve on combat aircraft. For example, there is a woman F-16 pilot in the Netherlands. However, American women are barred from such assignments.

The basis for the restriction appears to be that fighting is not a proper role for women, or that they should be protected from the dangers of flying combat aircraft or both.

Air Force women, however, do perform fighting roles as missile crew members. There are women on the firing crews of the Ground Launched Cruise Missile and because the missiles are currently deployed throughout Europe, they are primary targets in a conflict.

The Air Force has stated that there really are not going to be any safe places in a theater of conflict. For example, in war, air bases are going to be vulnerable and people are going to have to carry rifles and defend the air bases. Women are stationed at U.S. air bases throughout Europe.

In the Navy, women are excluded from serving on combat logistics force ships because the Navy includes these ships as part of the combatant group. These ships do not individually have a combat mission under the Navy's definition.

The reason for excluding women from these ships would appear to be protection since the ships do not have an offensive fighting role. Navy and civilian women, however, can serve on Military Sealift Command ships which perform the same functions as combat logistics ships, but they do not travel continuously with the combatant group. However, in a conflict, military sealift ships will be targets and will be required to defend themselves.

Coast Guard women can serve on any Coast Guard ship, some of which are expected to have combat roles in wartime. The Coast Guard believes that its women crew members are an integral part of the crew and their removal would be detrimental to ship operations. Therefore, in wartime, unless the Secretary of the Navy decides differently, Coast Guard women may perform in jobs from which Navy women are excluded.

The key question is the impact of common exclusion laws and policies on women. As you know, our work focused on the policy level, and was not designed to identify the specific impact of the combat exclusion policy.

As has been stated by the chairwoman of the Defense Advisory Committee on Women in the Services, a major impact has been to inhibit the career progression of women in the military by excluding them from some jobs they are capable of filling.

There are also some overall impacts on Defense's force management. For example, there is some concern that the declining pool of 18-to-26 year old males in the 1990s will make recruiting difficult. Restrictions on the jobs that women may hold close off an excellent source of high-quality recruits.

Also, restrictions impede the most effective management and assignment of personnel. Women may be unnecessarily excluded from high-technology, support and aircraft crew jobs, no matter how capable they are of doing those jobs.

There are, however, several concerns expressed by the services as the role of women in the military increased. For example, DOD and the services have maintained that a policy which opens combat positions to women is a social question which DOD is poorly equipped to address, rather than a question of military operations.

Madam chairwoman, I have presented here today a discussion on how applying the combat exclusion provisions affect the kinds of jobs open to women in the military.

The military services' differing applications of the statutes do raise questions, yet there is no easy solution. The services are different and establishing hard and fast criteria in today's military and social environment is not easy.

That concludes my statement.

[The prepared statement of Mr. Ferber follows:]

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Testimony

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COMBAT EXCLUSION LAWS FOR WOMEN IN THE MILITARY

STATEMENT OF MARTIN M FERBER
SENIOR ASSOCIATE DIRECTOR
NATIONAL SECURITY AND
INTERNATIONAL AFFAIRS DIVISION

BEFORE THE
SUBCOMMITTEE ON MILITARY PERSONNEL
AND COMPENSATION
HOUSE ARMED SERVICES COMMITTEE
UNITED STATES HOUSE OF REPRESENTATIVES

Madam Chairwoman and Members of the Subcommittee:

We are pleased to be here today to discuss the military services' interpretation and application of the combat exclusion laws for women in the military. As you know, we are reviewing this and other women in the military issues for Senators William Proxmire and William Cohen.

Since the inception of the All-Volunteer Force in 1973, women have become a significant and integral part of our military services. In 1986, they constituted 10.1 percent of our overall forces, up from 2.5 percent in 1973, and the kinds of jobs held by women have continued to expand. Statutory restrictions, however, limit the jobs available to women and, as a result, the number of women in the military.

My testimony today provides background on the statutory restrictions which were enacted almost 40 years ago, and the services' policies for implementing those restrictions. While the services are making a concerted effort to apply the restrictions accurately in the changed warfare environment, their applications have resulted in questions concerning the impact of the restrictions on military women's career progression and the military jobs they can hold.

LEGISLATIVE HISTORY AND CURRENT STATUTORY PROVISIONS

In 1948 Congress acknowledged the quality and value of the contribution women made in World War II and passed the Women's Armed Services Integration Act of 1948. That Act institutionalized the role of women in the services by establishing career opportunities for them in the regular active duty components as well as the reserve forces. The Act, however, also restricted (1) the total number of women in the services, (2) the kinds of jobs they could hold, and (3) the military rank they could achieve.

- -- The total number of women in the Air Force and Army, and the total number of enlisted women in the Navy could not exceed 2 percent of total authorized strengths. Women Navy officers could not exceed 10 percent of the total female enlisted strength in the Navy.

- -- Air Force, Navy, and Marine Corps women could not be assigned to aircraft which were engaged in combat missions, and Navy and Marine Corps women could not serve aboard any Navy vessel except hospital ships and navy transports. (Existence of the Women's Army Corps with its own exclusions precluded the need for separate statutory combat exclusions for Army women.)

-- With the exception of the medical field, women could not serve in command positions or hold a permanent grade above lieutenant colonel or Navy commander.

In 1948, some in the Congress believed combat required physical strength that women did not possess. In addition, women's role in society was such that a policy of having women in combat was almost unthinkable.

The weapons of war and battle strategies have changed dramatically since 1948. Military equipment and weapons now require technological skills as much, if not more so, than physical strength. Also, the capability to deliver weapons from remote locations increases the vulnerability of civilians and military alike. Modern technology and the strategies and tactics it enables, blur the boundaries of the "battlefield".

In addition to these changes in the conduct of warfare, the role of women in society has undergone dramatic changes, particularly since the 1960s. Today, women pursue careers in fields that were largely closed to them 40 years ago.

As a result, the services are faced with the dilemma of applying a 40-year old statute in the context of modern warfare and the changing role of women in American society.

There have been two amendments to the 1948 Act which affect the numbers of women in the military services and the kinds of jobs they can hold. In 1967, the statutory strengths and grade limitations were lifted. In October 1978, a substantive change was made in the types of jobs women could hold. Restrictions on Navy and Marine Corps women were reduced to allow them to fill permanent assignments on non-combat ships such as tenders, repair ships, and salvage and rescue ships. It was this change that enabled women to serve on the USS ACADIA, a destroyer tender, which provided repair and logistics support to the USS STARK in the Persian Gulf this spring. Of the 1336 crew members, 240 were women. The 1978 statutory change also allowed women to fill temporary assignments for up to 6 months on any ship that was not expected to have a combat mission during that time.

CURRENT SERVICE INTERPRETATION AND APPLICATION OF THE STATUTES

The services have identified the kinds of assignments that are available to women based on their understanding and interpretation of the statutes.

Air Force

The statutory exclusion for the Air Force, as provided for by the 1948 Act, is included in Title 10 United States Code, section 8549. Under that law, women cannot be assigned to aircraft engaged in combat missions. The Air Force has defined combat mission aircraft as those whose principal mission is to **deliver** munitions or other destructive materials against an enemy. On this basis, women cannot be assigned to Air Force fighter and bomber aircraft.

Air Force officials told us that the Air Force believes the restriction against flying combat mission aircraft is intended to provide women some degree of protection. Therefore, the Air Force also excludes women from aerial activity over hostile territory where they would be exposed to both hostile fire and a substantial risk of capture. Women are also excluded from certain duties, such as combat control, tactical air command and control, aerial gunner, and pararescue and recovery, and certain units, such as tactical air control parties and air support radar teams, where there is also a high probability of exposure to hostile fire and substantial risk of capture.

This interpretation has evolved over time. Prior to 1985, exposure to either hostile fire or substantial risk of capture alone could have excluded women from some jobs. However, an Air Force review of (1) its policy and the legislative history of the combat exclusion statute, and (2) how that related to the conduct of modern warfare, resulted in the combined use of the hostile fire **and** risk of capture tests. Under this policy revision, the Air Force, in December 1986, opened up to women the RC-135 reconnaissance aircraft, and two EC-130 electronic warfare aircraft missions, on the basis that, while the crews might be subject to enemy fire, they would not **also** be subject to a substantial risk of capture. However, it is this same criteria which excludes women from reconnaissance aircraft over hostile areas--they would be subject to capture if shot down.

Navy/Marine Corps

The statutory exclusion for the Navy, as provided for in the 1948 Act, is contained in Title 10 United States Code, section 6015 Under that law, Navy and Marine Corps women cannot be assigned to aircraft or naval vessels engaged in combat missions. The Navy defines combat mission as seeking out, reconnoitering or engaging the enemy. This precludes assignment of women to such ships as aircraft carriers, destroyers, and submarines. The Navy also excludes jobs on ships which travel with the combatant group even though, in and of themselves, they would not have a combat mission under the Navy definition. Thus, jobs on Mobile Logistics Force Ships, which were renamed in late November 1986 to Combat Logistics Force (CLF) ships, are closed to women on the basis that they travel with the combatant group. The Navy justifies this decision by reference to a 1978 Defense Department definition of combat missions where "task organizations" were included as units that could have combat missions.

The statute that applies to the Navy also applies to women in the Marine Corps. Marine Corps women cannot be assigned to combat ships or aircraft. Further, a Marine Corps official told us that it is Marine Corps policy to transport Marines on combat ships in wartime. Therefore, Marine Corps women assigned to units that will deploy on those ships cannot deploy with their units unless other transportation is available.

With the Marine Corps, the level of physical risk is also a factor. As a result, women can pursue 33 of the 37 Marine occupational fields; the 4 that are closed are infantry, artillery, tanks/amphibious vehicles, and naval aviator flight officer. Further, the Marine Corps' combat exclusion rules prohibit women from being assigned to units with the greatest physical risk, such as infantry regiments. Women, therefore, may not be assigned to any unit that is likely to become engaged in direct combat, which the Marine Corps defines as seeking out, reconnoitering, or engaging hostile forces in offensive action. Women may, however, be assigned to combat support and combat service support units in a designated hostile fire area where they could become involved in defensive combat action resulting from an enemy attack.

Army

There are no statutory combat restrictions for Army women. The Women's Army Corps, in existence as a separate unit since 1942, had its own exclusions. With the dissolution of the Corps in 1978 and the subsequent integration of women into the mainstream of the Army, the Army developed its own combat exclusion policy based on its interpretation of congressional intent as reflected in the statutes affecting the other services.

Army policy is intended to open to women all jobs except those having the highest probability of engaging in direct combat. The policy recognizes that the modern battlefield is fluid and lethal and that all soldiers, male and female, will be exposed to the threat of injury or death throughout the theater of operations. There is no intent to remove women from jobs that would expose them to the threat of injury or death because the Army recognizes that soldiering is inherently dangerous.

Army policy is governed by the Direct Combat Probability Code system, introduced in 1983, which ascribes to each Army job an assessment of the probability of that job participating in direct combat. The Army defines direct combat as engaging an enemy with individual or crew-served weapons while being exposed to direct enemy fire, a high probability of direct physical contact with the enemy, and a substantial risk of capture. Direct combat occurs while closing with the enemy in order to destroy or capture, or while repelling assault by fire, close combat, or counterattack. The policy was derived from an analysis of four criteria: the duties of the job specialty, the unit's mission, tactical doctrine, and location on the battlefield. Jobs are assigned a code, P1 through P7. P1 represents the highest probability of engaging in direct combat and P7 the lowest. Women cannot be assigned to P1 jobs.

Army officials told us that battlefield location has the greatest impact on the "P" rating of a position. Jobs in areas located forward of the brigade's rear boundary are generally rated P1 and therefore closed to women. However, with the exception of the battalion's infantry and tank system support teams, women may fill jobs in forward support battalions (FSB) which provide combat service support forward of the brigades rear boundary.

Formation of the FSB resulted from a reorganization of support services as part of the Army's transition to the Army of Excellence. Previously, separate medical, maintenance and supply and transportation battalions, were located outside, or behind, the brigade's rear boundary. Under Army "P" rating criteria women were assigned to those units. The reorganization transferred those services to one main support battalion still located outside the brigade and three FSB's now located forward of the brigade's rear boundary. Each FSB provides all three types of support functions.

The initial effect of the location change was the coding of all FSB positions as P1, closing jobs which women had formerly held. After a review of this effect, which the Army called unintentional, and with strong support from field commanders, the Army opened the FSB's to women, except for the infantry and tank system support teams which worked closely and continuously with the maneuver battalions and would therefore be highly likely to engage routinely in direct combat. In addition, women may serve in other jobs which require them to periodically transit the maneuver brigade rear boundary and there is no limit on how far forward a woman may travel during a temporary excursion.

Coast Guard

There are no statutory restrictions on the kinds of jobs Coast Guard women may hold. They can be assigned to any kind of duty on any kind of Coast Guard vessel. During peacetime, the Coast Guard falls under the jurisdiction of the Department of Transportation, but in wartime it is transferred to the Secretary of the Navy. However, according to a Navy Judge Advocate General opinion, the statutory restrictions on Navy women will not apply to Coast Guard women. The Secretary of the Navy, however, has the authority to decide whether or not to apply those same or similar restrictions.

APPLICATION OF EXCLUSION PROVISIONS

Given the complexity and fluidity of modern warfare and the considerably changed social role of women, it is difficult to draw clearcut lines which identify safe versus dangerous locations, military jobs women can or cannot do, or military jobs women should not do. By restricting certain assignments without specifying an objective or, in lieu thereof, the parameters of what constitutes a "combat mission", the statutes leave to the services the responsibility for determining the coverage of the exclusion.

While the services are trying to apply the statutes accurately, the language of the statutes permits different interpretations in the context of modern warfare. **The common theme in the application of the combat exclusion provisions seems to be an effort to preclude women from the most frequent or severe exposure to the risks of war.** Below this apparent overall criteria, however, the extent to which degrees of danger can be reliably differentiated in the context of modern warfare is questionable. As a result, women are excluded from some "fighting" jobs, but not others, and may be "protected" in some jobs but are at substantial risk in others.

Air Force

Air Force officials told us that women can successfully serve on combat aircraft. For example, there is a woman F-16 pilot in the Netherlands Air Force. Further, both the Danes and Canadians are experimenting with women serving in combat positions. However, American women are barred from such assignments. Since the prohibition is not based on an inability to do the job, the basis for maintaining the restriction appears to be that fighting is not a proper role for women or that they should be protected from the dangers of flying combat aircraft, or both.

Air Force women, however, do perform fighting roles as missile crew members. As of November 1987, there were 13 women on the firing crews of the Ground Launched Cruise Missile (GLCM) and women also serve in GLCM maintenance and support functions. Because the GLCM is currently deployed throughout Europe they are primary targets in a conflict. Additionally, 74 women serve on Minuteman missile firing crews.

The Air Force has stated that there really are not going to be any safe places in a theater of conflict. For example, in 1984, the Assistant Secretary of the Air Force for Manpower and Reserve Affairs told the House Armed Services Committee that it is not only the people sitting in the cockpits who are going to be killed in war. He said that Air Bases are going to be vulnerable, and they will be attacked, and people are going to have to carry rifles and defend the air bases. Women are stationed at U.S. Air Bases throughout Europe.

Army women also serve on missile crews, including the Pershing missile, and the Hawk and Patriot air defense missiles. All of these can be found deployed in West Germany and hence will be targets in any European conflict.

Navy/Coast Guard

Navy women are excluded from serving on Combat Logistics Force ships because the Navy includes these ships as part of the combatant group. The CLF ships do not individually have a combat mission under the Navy's definition. They provide support services to the other ships in the combatant group. However, the Navy ascribes the combat mission of a task group to all the ships that travel as part of that group.

The reason for such an exclusion would appear to be protection since the ship does not have an offensive fighting role. Navy and civilian women, however, can serve on Military Sealift Command (MSC) ships which perform the same function as CLF ships, but they do not travel **continuously** with the combatant group. However, in a conflict, MSC ships will be targets and will be required to defend themselves.

Coast Guard women can serve on any Coast Guard ship, some of which are expected to have combat missions in wartime. The Coast Guard believes that its women crew members are an integral part of the crew and that their removal would be detrimental to ship operations. Therefore, in wartime, unless the Secretary of the Navy decides differently, Coast Guard women may perform in jobs from which Navy women are excluded.

Army

The Army's coding system will normally exclude women from positions located forward of the brigade's rear boundary whether or not the positions are fighting positions. The impact is to preclude women from front line fighting roles and to provide some degree of protection. However, in our opinion, the extent to which women can be protected is questionable. Women are now stationed forward of the brigade's rear boundary on a continuing basis as members of forward support battalions which provide combat service support. And they may travel as close to the battlefront as they need to, on a temporary basis, to do their job. As we have mentioned already, women are also in fighting positions as members of missile crews. Further, Army officials told us that there is an action pending to open up positions in the Lance missile firing batteries. Those batteries, which are currently closed to women, are located behind the brigade's rear boundary, and they only traverse that boundary to fire their weapons close to the battle front.

Marine Corps

Marine Corps policy acknowledges that women may be assigned to support units in designated hostile fire areas where they could become involved in defensive combat action resulting from an enemy attack. Thus, women are exposed to a strong possibility of capture.

IMPACT OF COMBAT EXCLUSION LAWS/POLICIES

As you know, our work focused on the policy level and was not designed to identify the specific impact of the application of the combat exclusion policy. However, as has been stated by the Chairwoman of the Defense Advisory Committee on Women in the Services, a major impact has been to inhibit the career progression of women in the military by excluding them from some jobs they are capable of filling.

There are also some overall impacts on Defense's force management. First, there is some concern that the declining pool of 18-26 year old males in the 1990s will make recruiting difficult. Restrictions on the jobs that women may hold may exacerbate any recruiting problems that may arise because of the population decline. The restrictions close off an excellent source of high quality recruits.

Second, restrictions impede the most effective management and assignment of personnel. Women may be unnecessarily excluded from high technology, support, and aircraft crew jobs, no matter how capable they are of doing those jobs.

Lastly, impediments to the most effective management of personnel assignments can negatively effect the morale and retention of both men and women. For example, if women cannot go to sea, then men must serve longer tours of sea duty.

There are, however, several valid concerns expressed by the services as the role of women in the military has increased. DOD and the services have maintained that a policy which opens combat positions to women is a social question which DOD is poorly equipped to address, rather than a question of military operations. Other concerns include the higher attrition rates of women, pregnancy, and the potential problems caused by an increase in single parents in the services.

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Madam Chairwoman, I have presented here today a discussion on how applying the combat exclusion provisions affect the kinds of jobs open to women in the military services. While the impact on jobs open to women tends to raise questions about the services' practices, we believe the services are making a concerted effort to apply the statutes accurately in the changed warfare environment facing them today. The differing applications of the statutes do raise questions. Yet, there is no easy solution. The services are different, and establishing hard and fast criteria in today's military and social environment is not easy. But the effects of the current situation are clear--military women are being impeded from progressing in their chosen fields.

That concludes my prepared statement. We will be happy to respond to questions.

Mrs. **Byron**. Thank you very much.

Our next witness, Dr. Stanley.

STATEMENT OF SANDRA CARSON STANLEY, VISITING ASSISTANT PROFESSOR AND DIRECTOR OF GERONTOLOGY, DEPARTMENT OF SOCIOLOGY AND ANTHROPOLOGY, TOWSON STATE UNIVERSITY

Ms. **Stanley**. Thank you.

Madam Chairman, thank you for the opportunity to testify today. The purpose of my testimony is to outline the patterns of women's employment in each NATO nation's military, with particular attention to recent changes.

Then Dr. Segal will summarize the factors that affect the degree to which nations allow and encourage women to participate in the Armed Forces. She will also give examples of how these apply to NATO.

The military has historically been an almost exclusively masculine social institution. However, like other institutions, the military is being affected by changing gender roles in different rates in different nations. There is great variation among the NATO countries in the extent to which women are included in their Armed Forces, ranging from those where women are excluded or involved in very limited ways to those where all or almost all military positions are open to women.

The utilization of women in the military is an active area of policy debate in the NATO nations today. The past few years have witnessed policy changes in several of the nations toward greater reliance on female personnel and further movement in this direction appears likely.

Contemporary concerns contribute to the timeliness of analyzing the role of women in the Armed Forces of the NATO nations. The issue surrounding military women is important from a national and international security perspective. With the possibility of an agreement on the reduction of nuclear arms between the United States and the Soviet Union, concerns about conventional military strength are salient. Strong conventional forces reduce the necessity of relying on nuclear arms for effective defense.

Further, the presumed current imbalance in conventional forces favoring the Eastern Bloc nations directs attention to manpower issues. There are differences among the NATO nations in their security situations and reliance on each other for protection and policies governing the military roles of women.

The nations' practices regarding women's participation may influence their views of each other. Perhaps even more important, differences in women's roles among the nations have implications for the coordinated efforts of the organization.

What, then, is the current situation for women in NATO's military forces? The information Dr. Segal and I present was obtained from several sources. The most current information comes from responses to a detailed questionnaire we sent in the spring of 1987 to each nation's military attache here in Washington, D.C.

All nations responded in some way and we received completed questionnaires from all but one. Other sources of data are scholarly books and journals, a booklet published by NATO, unpublished information obtained from the Committee on Women in the NATO Forces, NATO nations' Defense Ministries, Armed Forces research units and other Government agencies.

The 15 NATO nations vary substantially in their past and present employment of military women. Currently, there are no military women in three nations: Iceland, which has no formal military; Italy and Spain. There are very few women, and their roles are quite limited, in four countries: the Federal Republic of Germany, Luxembourg, Portugal and Turkey. Greece has more women with somewhat more diverse functions, but their roles are still limited.

In the eight remaining nations, women constitute a larger proportion of military personnel, ranging from 1.4 percent in Norway to 10.2 percent here in the United States, and a greater variety of jobs is open to them.

In the United Kingdom, women are excluded from combat positions and service on ships, but they may serve in most noncombat specialities.

In France, women are excluded from front-line combat by law, but some Navy women have been assigned to surface warships on a trial basis since 1983.

In principle, almost all specialties, including those with direct, offensive combat functions, are open to women in Belgium, Norway and the Netherlands. However, since these positions have only recently become available to women, we do not know how many are actually serving in combat jobs in these nations, and it is too soon to assess the impact on women's military roles.

The policy change in Belgium has been particularly rapid, given that women have only been admitted to military service since 1975.

In Norway, women have been allowed access to military positions since 1977, after 20 years of exclusion. Combat roles have been open to women since 1985 and there is an ongoing transition to full integration. At least one woman from the Netherlands has been trained as a combat pilot. In fact, she received her training in Texas in a program from which American women are excluded.

The situation in the other three countries are more complicated in that the types of positions open to women vary from one nation to another. They do not form a consistent pattern along a continuum and there are some temporary changes and evaluations ongoing.

In the United States women are excluded from direct, offensive combat from service on some ships and from piloting fighter planes. However, women may be assigned to temporary duty on some ships and serve in combat support positions.

In Denmark, military policy states that women may serve only in noncombat units and roles. However, women's military roles are expanding. In 1986, based on results of experimental programs employing women on ships, the Navy recommended that women be employed on equal terms with men. The Defense Minister approved the recommendation, but maintained certain exclusions.

There are currently experiments where women are serving in operational air and ground combat units. In Canada, a legislative mandate is producing changes in women's military roles. The

Human Rights Act prohibits gender discrimination in employment unless it is based on demonstrated occupational requirements.

Since completion in 1985 of the trial employment of women in near combat roles, women have been allowed in all occupational categories except those with direct combat functions. Further, they are currently being assigned on a trial basis to all types of combat units, including ground forces, ships and aircraft. Two women have complete fighter pilot training, F-18s.

While the United States has more military women than our NATO allies, women are permitted a wider range of job opportunities in several of the other nations. The positions for American military women are still limited by legislation passed in 1948, despite the fact that relevant conditions have changed since then.

Dr. Segal will now describe some of those changes.

Mrs. **Byron**. Thank you.

STATEMENT OF MADY WECHSLER SEGAL, ASSOCIATE PROFESSOR OF SOCIOLOGY, UNIVERSITY OF MARYLAND

Ms. **Segal**. Madam Chairman, I appreciate the opportunity to appear before this subcommittee today.

We have reached some conclusions from our examination of the history and current situation for military women in the NATO nations, including the United States.

We expect that when there are shortages of qualified men, especially during times of national emergency, most of the NATO nations will increase womens' military roles.

All but five NATO nations conscript men: Canada, Iceland, Luxembourg, the United Kingdom and the United States. None currently draft women. However, a Greek law allows for conscripting women, especially during wartime, for mobilization.

Further, during the World War II era, several nations conscripted women. Norway, while occupied, drafted women living abroad. The United Kingdom conscripted women into both civilian and military positions.

Germany conscripted women into the civilian labor force and a French law provided for drafting women during a war. Whether or not they conscripted women, several NATO nations greatly increased their participation in terms of both numbers and roles during wartime.

In the United States, large numbers of women served during World War II and, in fact, women served in all specialties except direct combat. Had the war not ended, civilian nurses likely would have been drafted.

When women are no longer needed, their military activity is reduced. What has happened in the past in many nations is that when the Armed Forces need women, women's prior military history is recalled to demonstrate that they can perform effectively in various military positions. We have observed the phenomenon of cultural forgetting of the contributions that women made during emergency situations until a new emergency arises and then history is rediscovered.

One of the rationales often used to justify excluding women from certain military roles is the value of protecting women from risk of physical injury. It is, therefore, ironic that women tend to serve in the military when the risks are the greatest. They are less accepted, and sometimes even forced out when dangers are lower and career benefits are high.

Even during peacetime, the need for large standing armed forces has increased the demand for personnel. The ready supply of men to fill military positions is lower in nations with voluntary service than in those with systems of conscription.

In several of the NATO countries, whether or not they have conscription, demographic trends show declining numbers of military-age eligible males due to lower birth rates in the 1970s. Acute military manpower shortages lead to increased reliance on women to fill military positions.

Changes within the military itself are encouraging women's greater role. Military service is becoming more similar to civilian work and there is an increasing specialization of military jobs.

The nature of military jobs has been changing due to technological developments such as the advent of air power, nuclear weaponry and the miniaturization of weapons.

Women are increasingly seen as appropriate military personnel because of a rising emphasis on technology and a declining emphasis on the traditional characteristics of military performance—physical prowess and aggressiveness.

Women participate in the Armed Forces to the extent that cultural values and structural patterns of gender roles allow. Movements away from traditional gender stereotypes and structural sex segregation in civilian society increases roles for women in the military. Such is the situation in several of the NATO nations, including the United States.

Greater acceptability of military women is indicated by a variety of social changes. The quality of citizenship rights and obligations is being extended to previously disadvantaged groups, including women. This can be seen in laws prohibiting gender discrimination in each NATO nation.

There is decreasing emphasis on women's family roles, which is evident in declining birthrates and higher age at first marriage. Women are increasingly active in the labor force and in traditionally male areas, such as sports, police, science, politics, corporate management and blue-collar trades.

Cultural values and beliefs are moving away from traditional gender stereotypes. In the United States, for example, research shows that a majority of the electorate favors expanded military integration of women to include some combat roles from which they are now excluded.

The degree to which a nation will incorporate women in its armed forces is a result of the interplay of the factors just outlined. Manpower demands, coupled with supportive values, constitute sufficient conditions for increasing women's roles. Technological changes further increase the likelihood and degree of women's participation.

What is likely to happen in the near future? The trends in several NATO nations toward greater military participation for women demonstrate commitments by those countries to more equal citizenship rights for men and women. The numbers and/or percentages of military women are expected to increase in nine nations. Several countries are expanding women's military roles.

Turkey has plans to train nurse NCOs. The UK plans to have Navy women more fully integrated and with conditions of service more equal to men. Perhaps most importantly, in Canada and Denmark, as Dr. Stanley has described, current initiatives involve employing women in positions from which they have been excluded, including direct, offensive combat roles.

With the addition of Canada and Denmark, there are now five NATO nations that have gone beyond the United States in some ways in integrating women in their Armed Forces.

Thank you.

[The following information was received for the record:]

TABLE 1

NUMBERS AND PERCENTAGES OF MILITARY WOMEN IN NATO NATIONS, 1986-1987

Country	Number of Women	Percent of Total Force	Number of Women Officers	Percent of Officer Strength	Number of Enlisted Women	Percent of Enlisted Strength
Belgium	3,558	3.9	146	2.2	3,412	4.0
Canada	8,018	9.2	1,509	8.5	6,509	9.4
Denmark	821	3.0	54	1.0	767	5.2
France	20,470	3.7	1,015	2.6	17,385	6.6
Federal Republic of Germany	141	0.03	141	0.3	0	0
Greece	1,732	1.0	367	2.2	1,365	0.9
Iceland	No formal military					
Italy	0 (Women are excluded)					
Luxembourg	2	0.0029	0	0	2	Not reported
Netherlands	1,644	1.5	255	2.7	1,389	2.9
Norway	540	1.4	301	2.2	239	1.0
Portugal	9	0.012	9	Not reported	0	0
Spain	0 (Women are excluded)					
Turkey	63	0.0084	63	3.2	0	0
United Kingdom	16,323	5.1	2,442	5.7	13,881	5.0
United States	220,250	10.2	31,900	10.3	188,350	10.2

Sources of information: Military Women in NATO Questionnaire administered by Stanley and Segal (Spring 1987); Committee on Women in the NATO Forces, "Policy and Statistics Statements on Women in the Armed Forces," 1987 (statistics as of 31 December 1986).

Mrs. Byron. Thank you very much.

Let me say, first of all, Dr. Segal and Dr. Stanley, I want to thank you for a very good presentation which answered many questions. I think you have taken what we would have requested GAO to come up with on a long-term research project and put it in a very good outline for those of us who are trying to wrestle with the problems that we have on whether our nation is keeping up, ahead of, or behind the curve on utilization of women in our military. I know our percentages are higher, but whether our usage is as adequate is something that we are going to have to wrestle with on this committee.

At the last hearing on women in the military, we heard some testimony from DACOWITS and the Women Equality Action League that sexual harassment of women in the military appears to be widespread and that the morale of U.S. military women appears to be very, very low. When you were doing your research, did you touch on any of the other NATO countries as to the extent of harassment or the problems that women in their military were occurring?

Ms. Segal. The questionnaire that we sent did not cover sexual harassment and we haven't seen any published reports from the other nations on the incidence of harassment.

We do know that sexual harassment is not something that is peculiar to the military, certainly in the United States, and I assume in the other nations. We can expect that there are going to be some problems when any social situation is newly integrated.

In some ways, the other nations have done, if not a better, then a different kind of job in integrating some of their previously all-male situations. As an example, in the Netherlands, when they first put women aboard a ship that previously had an all-male crew, they had social psychologists go aboard the ship and discuss with the male crew members what was going to happen in this integration. They also met separately with the women who were going to become part of this crew and then, while they were a part of the—while the crew was ongoing and was gender-integrated, periodically they would have these behavioral scientists go aboard the ship, not only for research purposes, but to really air some of the difficulties that both the men and the women were experiencing, and to see what they could do to solve the problems.

Here in the United States, we have a tendency to institute a policy change and then to expect the problems to be dealt with. It really is not surprising anytime you have gender integration or racial integration that there will be some difficulties along the way.

Mrs. Byron. I think one of the concerns expressed in the last hearing was that military personnel policies will limit a woman's ability to have a full and meaningful career through the ranks and deny that opportunity for promotions because of the fact that, in some instances, women feel that they are not given the command authority that they need to move up throughout the ranks.

Ms. Stanley. The United States, like most of the other NATO nations, say that women's progression in rank is not limited by law or policy. In some of the NATO nations, women have not been in the military long enough to have attained the higher ranks.

In the United States, the question isn't really one of time because we have had women in the military for some time, but there is the problem in the United States that combat exclusion prevents women from attaining experience that often serves as the basis for promotion.

So, in fact, while it is not officially limited, their progression in rank, by policy or by legal mandate, there is a problem with women having the experience that is often necessary to attain the higher rank.

Mrs. BYRON. In the survey that you did, did you look at the aspect of what happens to a female in the service were they then to marry another serviceman? You didn't go into that much of depth, because I think I have had a lot of cases where women have come to me who have been married to another serviceman and when it comes time for a change of duty station, the difficulty in trying to get joint assignments or assignments in the same area or theater of operation and those added dimensions that come along.

Ms. SEGAL. I have a couple of things to say in response. One is that we did ask each of the nations a series of questions about accommodation to family roles, pregnancy and marriage and having children and such. That didn't specifically address the dual-service issues.

From some of my other work, I am familiar with the difficulties for dual-career couples and in the United States, we have an increasing proportion of our military women who are married to military men. There are problems in accommodating them with assignments together, but it is extremely important to most military couples to be able to have joint domicile most of the time.

Mrs. BYRON. OK. Let me ask Dr. Ferber, on the assignment of women in the Persian Gulf, in your testimony, you mentioned that women were serving currently aboard the U.S.S. *Arcadia*, which is a destroyer tender. I think you said that out of the 1,300 crew members, 240 of them are women.

Are you aware of whether it is eligible for danger pay? I know this subcommittee had a hearing early on last August, I believe it was, on getting danger pay for those individuals in the Persian Gulf. It was fortunate that the Department of Defense made the wise decision before we had to go into some legislative decision, which I did not want to do, but do you know if women are receiving danger pay?

Mr. FERBER. It is our understanding that they did not receive danger pay.

Mrs. BYRON. That they did not?

Mr. FERBER. Did not.

Mrs. BYRON. OK.

Mr. FERBER. It was interesting, also, as of this morning, there are no women on any ships in the Persian Gulf. The Acadia has left——

Mrs. BYRON. That was my next question. To your knowledge, are there any other women serving in the Persian Gulf on board ships?

Mr. FERBER. We checked this morning, and again, what we were told was that the Acadia has left. There are no women on ships currently in the Persian Gulf. However, there is a ship on its way to Diego Garcia in the Indian Ocean.

Mrs. **Byron**. OK. The other question—my time is expired, but I am going to take the liberty of asking one quick question—and that is, do you have an idea of how many additional jobs, if the Dickinson bill would pass, would then be opened up to women?

I know Congressman Dickinson testified before this committee and in the Army, for example, the numbers were astounding if his legislation would pass.

Mr. **Ferber**. Yes, Madam Chairman, we don't have any independent figures, but I can relate to you what the services' responses were to a question on what positions would open under the Dickinson bill.

The Navy's response dealt with only the 37 combat logistics force ships, and in their response, they said that opening those to women would open 14,000 enlisted positions and 700 officers. The Navy did not address the positions that would be open because of sea/shore rotations. In other words, if the men were no longer serving on the CLF ships at sea, the Navy would not be required to keep some male-only shore positions for rotation. So there is some number beyond what the Navy says.

The reason the Army figure is so high, and that was 140,000, is that it included two factors. One, it included positions that are currently designated P 1, that are closed to women because they are in the forward areas; and it also included positions that were closed to women for other reasons, for example, in CONUS because of the rotation policy for men serving in the P 1 positions in Europe.

Mrs. **Byron**. What about in the Reserve and Guard units?

Mr. **Ferber**. I don't think there was any response—we don't know of anything on the Guard and Reserve units.

Mrs. **Byron**. OK.

Mr. **Ferber**. The Air Force figure was 4,500 positions and that dealt with three categories. It would open positions on reconnaissance aircraft; it would open transport aircraft; and just a few positions in the training area.

Mrs. **Byron**. OK. Thank you very much.

Mr. Bateman.

Mr. **Bateman**. Thank you, Madam Chairman.

At the outset, I would like to ask if it is possible if we could get staff to ascertain the dates that the Acadia was in the Persian Gulf, the dates that it left, and the effective dates in which danger pay was implemented.

My recollection is that the danger pay ensued sometime following the Stark incident and I think we need to fix that.

Mr. **Ferber**. Yes, I did mean to clarify that. Danger pay started in September 1987 and the Acadia and the Stark incident were in the spring. So, it is the best of our understanding that by August, it was gone.

Mr. **Bateman**. I think we want to make sure there is some egregious situation here or whether it is simply that the ship with the women on board was no longer there at the point where they would have become entitled.

Mr. **Ferber**. I guess the question is whether or not the Acadia was in a situation that would qualify for danger pay after September 1987?

Mrs. **Byron**. Would the gentleman yield?

Mr. **Bateman**. Yes.

Mrs. **Byron**. It was my understanding when I met with the Secretary on this issue that it was—once danger pay was declared, it would be everyone in the Persian Gulf area who would be qualified for danger pay.

Mr. **Ferber**. Yes.

Mrs. **Byron**. To my knowledge, no ship or military personnel in the Persian Gulf is not receiving the hazardous duty pay.

Mr. **Ferber**. A similar situation today would require danger pay.

Mrs. **Byron**. Yes.

Mr. **Bateman**. The first question I have for the panel is to Dr. Segal. On page 3 of your statement, you say that "In the United States, for example, research shows that a majority of the electorate favors expanded military integration of women, to include some combat roles from which they are now excluded."

Could you tell me what that research consists of and the source.

Ms. **Segal**. Yes, Mr. Bateman.

In 1982, the National Opinion Research Center at the University of Chicago administered to a nationally representative sample of Americans of voting age a series of questions on the military, including the most questions that we have had asked in a long time on opportunities for military women. They have repeated some of those questions subsequently, but the ones that I will give you some information on are in response to the question of whether particular jobs should be open to women.

The question read, "Please tell me whether you think a woman should or should not be assigned to each job, assuming she is trained to do it."

I will read you all of the jobs that were given and the percent who felt that women should be in those jobs. Typists in the Pentagon—97 percent; nurses in a combat zone—94 percent—we have all seen MASH—military truck mechanics—83 percent; jet transport pilots—73 percent; jet fighter pilots, which is one of those from which women are excluded, 62 percent; missile gunners in the United States—59 percent—these are in decreasing order of acceptance—commander of a large base—59 percent; crew members on combat ships—57 percent; and then the only job that did not have a majority agreeing was phrased as "soldiers in hand-to-hand combat"—and actually, the researchers who did this research were surprise at the large minority of people who approved, which was 35 percent.

Among 18- to 34-year-olds, there was greater acceptance in a lot of these jobs for women performing so that, even in the soldiers in hand-to-hand combat, fully 46 percent approved.

Mr. **Bateman**. Do you have, I think what they refer to in the esoteric polling circles as cross-tabulations, on that as to if the figure is 59 percent affirmative, is that because of a bias that 100 percent of the women who responded were affirmative and maybe 20 percent of the males?

Ms. **Segal**. I do have some information, not by gender, because there were very few differences by gender, although I do have by sex role, working men compared to working women compared to housewives.

Working women were more accepting of women in those roles than were housewives, but working men were more accepting for many of them, including the hand-to-hand combat, than were housewives.

There is also a direct relationship with age so that the younger people are, the more accepting they are. That is, in fact, the strongest relationship.

Mr. **Bateman**. So the greatest differential in response is an age phenomenon, not a gender phenomenon.

Ms. **Segal**. That is right, age and education. So that the more the education, the greater the acceptance of women in each of these positions.

Mr. **Bateman**. So to the extent that the role of women in the military is denigrated by a cultural bias, the cultural bias is not as strong now and would not appear likely to be as strong in the future as has been in the past.

Ms. **Segal**. That is correct.

Mr. **Bateman**. You made reference to the assignment of women to combat vessels in the Navy of the Netherlands and that before that was implemented, social psychologists were sent aboard ship. Have the social psychologists involved in that program published any articles or papers with reference to their findings?

Ms. **Segal**. That was not a combat ship; that was a combat support ship, that initial one. That was the first one that they put women onboard.

They have been moving slowly, so first they put women on combat support ships and now they are starting to move into putting women onto combat ships, but there is at least one paper that I have seen written by one of the social psychologists who was involved in that research.

Mr. **Bateman**. My interest is whether or not they identified early on concerns that they felt that they needed to address and some orientation program with the personnel involved and whether or not in their follow-ups, they found that what they had anticipated as potential problems were, indeed, problems.

Ms. **Segal**. In the one I am familiar with, that was the first ship that they had women aboard. The most serious problems expressed by both the men and women was lack of privacy, which is something, of course, that most Navy people—most sailors will say is a problem aboard ship generally. They felt that they needed some privacy beyond their own berthing spaces and that they needed some places to go that were sex-segregated.

That was the major problem. Generally, in a lot of the integration situations, the problems that the women have are really problems of lack of acceptance by the men. One of the attempts of the behavioral scientists to go aboard was to smooth over some of the feelings of resentment that there might be and to make sure that grievances were aired so that they could be dealt with.

Mr. **Bateman**. Thank you, Doctor.

Mrs. **Byron**. Mr. Kyl.

Mr. **Kyl**. Thank you, Madam Chairman.

I would like to ask this of anyone, although I guess perhaps Dr. Stanley would be the first one to relate to this question. Have you done any research or are you aware of practices in the Warsaw Pact or the Soviet military?

Ms. STANLEY. We have not done any research on the Warsaw Pact countries. Our thought is perhaps to do some after we finish the NATO nations for comparative purposes. However, as I am sure you are aware, we have to get stuff from published materials. We can't send them this questionnaire because they aren't going to answer it, as you would well expect.

There is a person in the Pentagon, in the Navy, Commander Margaret Harlow, who has done some work on Soviet women and she, in fact, appeared on a panel at a meeting in Chicago that I organized and so she knows a little more about the Soviets than we do. The two of us have not done that much research on the Warsaw Pact, although we do plan to do a little.

Ms. SEGAL. I do know some of the historical records. Toward the end of World War II, the Soviet Union did employ women in both all-female and gender-integrated combat units. The historical record pretty much—and this is from a much more superficial examination than we have done with the NATO nations—seems to indicate that women performed as well as the similarly trained men, which was not very well. Toward the end of the war and both the men and the women who were being put into the fighting units at that time did not have very much training.

Mr. KYL. I am not really sure how relevant that question is, but I suspect that you all could find a relevancy to it.

Ms. STANLEY. Sure.

Mr. KYL. The people in the Department of Defense.

Let me ask you a question about reenlistment rates and attrition. I noted some graphs in the publication—the DOD publication. Would one of you like to comment about comparative attrition and reenlistment rates for us? Anyone?

Mr. DENOMME. Are you referring to the United States?

Mr. KYL. Yes.

Mr. DENOMME. In terms of our understanding of the U.S. services' first-term enlistment, women have a higher attrition rate than first-term enlistment males.

Mr. KYL. Approximately how much overall, not service-by-service?

Mr. DENOMME. I don't have the actual numbers. Our understanding is that after the first term, it evens out and the attrition rate is fairly similar. What the specific difference is, I don't have that data.

Mr. KYL. To the GAO witnesses here; has there been any cost impact analysis here? In other words, there are a lot of different cost factors, and I can see a lot of plus factors and I can perhaps identify some negative factors. Has anybody looked at that?

Mr. FERBER. We haven't done any, Mr. Kyl, but we believe the services might have. We just don't have that information with us today.

Mr. KYL. OK.

Ms. SEGAL. I can answer that. There has been some work done in the past looking at lost time among first-term enlisted personnel. Most of the research has been done in the Navy, but the other services have done some.

Women tend, on the average, to lose more time for medical reasons than men do, but men lose more time from the job for disciplinary problems and alcohol and drug abuse. Overall, in terms of lost time, men lose more time than women, but only slightly more.

In terms of cost, because men are more likely to have dependents, it costs more for men. It also costs more to recruit men than to recruit women.

Mr. **Kyl**. Are there questions of modifying facilities and things of that sort that you have looked at?

Ms. **Segal**. In these particular studies, they did not address that, but obviously, when there have been some situations that have been all male, if you put women into them, there would be some cost of modifying the facilities.

Mr. **Kyl**. One of the statements in Mr. Ferber's testimony is that DOD and the services have maintained that a policy which opens combat positions to women is a social question which DOD is poorly equipped to address, rather than a question of military operations.

Is that really true or wouldn't DOD and the services look to the question of military operations and the impact in deciding whether to change any of their policies?

Mr. **Ferber**. It is hard to speak directly for DOD, but in looking at their response, for example the Dickinson bill, you can infer that they really have no problem with the capability of women or with similar positions that women could fill. DOD got back to the 1948 statute that specifically prohibits women in combat situations and say that it is really a society issue. It is not one that they are going to address in a strict, military perspective.

Mr. **Kyl**. I see my time is up. I have other questions, Madam Chairman, but I will defer until my time here again.

Mrs. **Byron**. Mr. Bustamante.

Mr. **Bustamante**. I have no questions other than to make an observation.

Madam Chairman, thank you so much, and I am sorry I am so late, but I was in a couple of other meetings.

I don't think anybody will be excluded in any future war. Where are you going to be safe? Any operation that you perform will be within striking distance of the enemy's capability, so consequently, what are we arguing about in this area? I just wanted to make that observation.

Thank you.

Mrs. **Byron**. Thank you, Mr. Bustamante.

Let me say that we have done a little bit of checking and it is our understanding that the Acadia left the Persian Gulf July 1. The hazardous duty pay did not go into effect until August 25 of 1987. But in the meantime, the Kidd, the Fox and the Cromlin received retroactive hazardous duty pay back to May 1. You would not be in a position to answer that, but that issue had been brought out and I think it is one that we are going to pursue from this side to find out were there other ships that should have been receiving the hazardous duty pay at the time.

Let me ask Dr. Segal or Dr. Stanley, when you were talking about the Canadian and the Danish experiment on utilizing women in combat roles, how many women were involved in that experiment? I think one of the criteria that I have used, because I am one who has not been in favor of an increased role of women in combat, and what I have been citing is—I have gone back to the Israeli officers that I talked to who were, at that time, the last area that really had women in active-duty combat—and they made the conscientious decision to remove women from combat roles.

Ms. STANLEY. In Denmark—first of all, I can't answer your question in terms of numbers, but I can in terms of proportions because that is the information that is available.

Mrs. BYRON. OK.

Ms. STANLEY. In both the Army and the Air Force programs, that will finish this year, so reports have not—evaluations have not yet been made because the trials will finish this year. Each unit to which women were being assigned would include 20- to 25 percent.

Mrs. BYRON. Was this across the scope of the services, because I think, on the GAO testimony, the different branches of the Armed Services utilize women differently because many of them define combat positions differently.

Ms. STANLEY. Yes, you are absolutely right. In the Army—in Denmark—the figures 20- to 25 percent the strength of the unit would consist of women is true for everything that I tell you now.

Mrs. BYRON. OK.

Ms. STANLEY. In the Army, women are on this trial program in tank companies, armored infantry companies, field artillery batteries and short-range air-defense batteries. So in those kinds of units, 20- to 25 percent of the unit's strength would be female.

In the Air Force, a HAWK surface-to-air missile squadron, a short-range air-defense battery and what they call a close-defense unit, so, again, 20- to 25 percent. It would include women from various positions; that is, officers, NCOs and enlisted personnel. Women would be recruited to serve in these trial units by the same selection requirements that would be used for males.

Those trials were started in 1984 and will be completed this year.

The Navy experimental program started in Denmark in 1981 and in 1986, the Navy made the recommendation that women, in principle, be employed on equal terms with men. Now, the Navy did not report the proportion of the strength that was female, but in the Navy, they were assigned to fishery protection ships, which I believe would be like our Coast Guard, minelayers, patrol boats and missile boats.

When the trials ended in 1986, the Navy recommended that women in principle be employed on equal terms with the male personnel on all vessels. The Minister of Defense decided that he would approve part of that, but the exclusion would be that they not be on submarines, which hadn't been part of the trials anyway, and they would not be on fishery protection ships, which had been on part of the trials.

Mrs. BYRON. Was there—I think in this country we continually hear that in regard to training, the treatment of military men and women is a little bit different with regards to stress. Women have somewhat less stringent physical requirements in basic training. Did you find any differences in the treatment of men and women in other NATO countries with regard to their training requirements?

Ms. **Stanley**. The area of training is the area where the differences tend to be the greatest.

Essentially, the training differences are found more in the area of basic training than in specialty training, and it is the case that the two areas of basic training that are most likely to differ from males and females is in the physical training areas and also in the use of weapons. That is, in some instances, women will be given weapons training, but they are told that they are only to use these for defensive purposes, not for offensive purposes.

So, yes, training differences do vary in several of the nations in the area of the use of weapons and physical strength.

Mrs. **Byron**. I had one final question and that was for Mr. Ferber. In the Navy combat logistics force onboard those ships isn't the primary mission of both of those groups about the same?

Mr. **Ferber**. The Navy draws a distinction between the combat logistics force in that those ships can not only supply the carrier groups, but they can go with the carrier group into harm's way, if you will. The MSC, the Military Sealift Command ships, can only shuttle back and forth to supply a carrier group.

Within the CLF ships, though, only a few of them would actually serve continuously with the carrier group. Many of their ships would routinely perform the same function as the MSC ships. They are both same and different. In other words, they can perform the same function, but the Military Sealift Command ships cannot continue with the carrier group, whereas the CLF ships can and that is the distinction the Navy draws by designating them as combat.

Mrs. **Byron**. OK.

Mr. Bateman.

Mr. **Bateman**. Thank you, Madam Chairman.

Has anyone gathered any data as to the number and positioning of women in the reserve forces and whether or not it is comparable to the similar statistics among those in the active duty forces? I guess the point of my question is are our reserve components less women-friendly than the active duty or more women-friendly?

Mr. **Ferber**. We don't have any numbers on that. We could get them for you.

The same exclusions and opportunities apply in the reserves as the active so we do have women in the reserves and they have both the same opportunities and the same restrictions as in the active. What exactly the numbers are, we would be glad to get those for you.

Mr. **Bateman**. It would be interesting to know.

[The following information was received for the record:]

U.S. General Accounting Office,
National Security and International Affairs Division,
Washington, DC, December 10, 1987.

Hon. Herbert H. Bateman,
House of Representatives, Washington, DC.

Dear Mr. Bateman: At the November 19, 1987 hearing on Women in the Military you asked us to provide you information on female representation in the Reserve Components of the Armed Forces. Total reserve strength consists of the Ready Reserve, the Standby Reserve, and the Retired Reserve. The Ready Reserve is made up of the Selected Reserve—those paid reservists generally serving in organized units—

and the Individual Ready Reserve—those reservists who are not paid nor assigned to specific units. The following is fiscal year 1987 data for the Ready Reserve which comprise those personnel subject to immediate call up.

READY RESERVE

	Male	Female	Total	Percent female
Army National Guard	436,018	26,125	462,143	5.7
Army Reserve	503,561	97387	[1] 601,097	16.2
Naval Reserve	198,065	28,460	226,525	12.6
Marine Corps Reserve	82,505	4,328	86,833	5.0
Air National Guard	100,855	13,740	114,595	12.0
Air Force Reserve	105,057	23,646	128,703	18.4
Total	1,426,061	193,686	[1] 1,619,896	12.0
Coast Guard Reserve	16,222	1,840	18,062	10.2
Total	1,442,283	195,526	[1] 1,637,958	11.9

[1] These totals are higher than the sum of the male and female figures because the DOD Defense Manpower Data Center does not have information on the gender of 149 members of the Army Reserve.

I hope this information is useful. If you have any questions please call me on 275-8412.

Sincerely yours,

MARTIN M. FERBER,
Senior Associate Director.

Mr. **BATEMAN**. The other area of concern that I would like to address, and it comes somewhat anecdotal, based upon a phone call from a constituent who was a spouse of an Army enlisted person. The complaining constituent was the wife and also an Army enlisted person. He was sent off to Europe; she was left behind with children and very substantial economic problems as a result of the family's being separated.

Have you all inquired into DOD policies with reference to spousal assignment policies where you have a husband and wife who are both in the military?

Mr. **FERBER**. Beverly can answer that.

Ms. **BENDEKGEY**. The services try, as much as possible, to assign married couples to the same location, but it just isn't always possible. But they have—I am not sure what the numbers are, but they have had a very high rate of co-location. There may have been some other reasons why the gentleman was not allowed to have his family accompany him. Some assignments overseas are considered unaccompanied tours, and on that basis, they are usually shorter assignments.

There may have been some other reasons.

Mr. **BATEMAN**. All right.

Mr. **FERBER**. Or they may just not have been able to accommodate that one.

Mr. **BATEMAN**. I can certainly understand that you can't immediately and simultaneously always assign two spouses to the same area or place. I was just wondering if there is any pattern of insensitivity that had been discovered?

Mr. **FERBER**. No, I think DOD is very sensitive to that issue. It is an issue of growing significance. It is going to become a more important issue in the next few years, too.

Mr. **BATEMAN**. Thank you very much.

Mrs. **Byron**. Mr. Kyl.

Mr. **Kyl**. Madam Chairman, the last two questions I have—I have always wanted to ask a sociologist this question, and you lead into it with a statement——

Mrs. **Byron**. Now, be fair; they are Marylanders.

[Laughter.]

Mr. **Kyl**. No, I really want to know the answer to this question and I am glad we have an expert here.

Dr. Segal, on page 3—first, let me preface my statement by saying that I am concerned generally about the declining role of the family in our society. I think the family is an extremely positive influence and has been throughout our history. Occasionally Government policies impact upon the role of the family and the two parents who ought to head the family.

Of course, where we can, and where it doesn't conflict with more important goals, we ought to be cognizant of the problems that we create by Government policies which adversely impact the role of the family. Therefore, I was intrigued by your statement on page 3 of your testimony that there is a decreasing emphasis on women's family roles.

I am sure that is true. I think we all understand that to be true these days. I have really two questions regarding that.

The first one is, do you believe that this decreasing emphasis on women's family roles is an explanation for increased pressure to expand the role of women in the military or is it a justification for it; and secondly, whether you believe that women's family roles will be affected by—and if so, is it adverse—an expansion of women's role in the military?

Ms. **Segal**. First, Mr. Kyl, I did not mean to say that women's family roles are not important. But rather my daughter is here——

Mr. **Kyl**. OK. I am not suggesting any implication there. I am really curious, from your professional point of view, as to what the answer to this might be.

Ms. **Segal**. One of my research interests is on Army families. I have been doing research right now, in fact, on Army families. What I really mean by this is that the military personnel tend to be young. We know they are getting older because of increasing emphasis on specialized skills and retention, but women are engaged in their family roles for a smaller proportion of their lives than used to be the case so that it used to be that women really needed to be available to their families, to their children, for all of what would be their child-bearing years, and that is less true now.

So that most women are postponing marriage and postponing having children until they have entered the labor force, have gotten an education and such, and so that is part of the reason why, as military personnel, especially for those who come in and serve a tour and then go back out into the civilian world, that it is more compatible with women's typical role for them to be involved as one-term soldiers.

I think that we need to pay attention to the combination of work roles and family roles in our society generally, but certainly in the military, and the military services have been grappling with changing family roles, not only for women, but for the men as well.

Because of the changing impact of women's roles, it is, in fact, having more of an impact on the military via the civilian wives of military men. I think that you are absolutely right; we do need to pay attention to what kinds of impacts there will be on family roles with military personnel who also have families.

Some of the other NATO nations allows for a greater opportunity for maternal and paternal leave in the case of child-bearing, so that is the sort of policy that perhaps the services will need to look toward in order to retain highly trained personnel.

That is just one example that the dual-service couple is an increasing phenomenon, as is the dual-career military person married to a civilian person, but with both desiring to maintain a career and have a family. So, increasingly, our military services, just like our civilian corporate sector, has to respond to people juggling both working and family roles.

Mr. **Kyl**. Then do I gather that the primary reason this has an impact or an influence on the question before us—the primary example you gave us—the fact that a lot of women will see a 3-year tour, for example, as a good way to begin their career and then will get into a family role. Therefore, this being a good example of not a decreasing emphasis on women's family role, but a change in the family role, a deferring of that until a little bit later time in life than used to be the case?

Ms. **Segal**. Women have been deferring family roles. The age at first marriage, as I said, has been, in fact, increasing. That actually has been the pattern for men in the military as well. Service as a single man and then getting out and getting married, as we increasingly have first-term enlisted men who are married and that is something that is being addressed by the services, but the ability to cope with the demands of both the demanding military service, as well as family demands, is one of the reasons that men, as well as women, are leaving the services, because of the difficulty of maintaining a family life while serving in the military.

Mr. **Kyl**. Madam Chairman, may I have your indulgence for just another question or two?

Mrs. **Byron**. You certainly may.

Mr. **Kyl**. We are really going to need help from people like you in balancing the pros and cons here. When you need to have a more liberal maternity leave policy, for example, that can disrupt a great deal of planning within a system that used to be pretty much by the numbers. Yet there are positive reasons to encourage these people to get in and expand their roles.

So there has to be a balancing there and I think it has to be very carefully considered and balanced off.

The only other observation that I want to make, Madam Chairman, is that I understand that anecdotal evidence is about the worst possible kind of evidence, but I thought I might relate two experiences that I had within the last 2 weeks that might be of interest.

Last week, I had the opportunity to be at Fort Smith in Hawaii, and was escorted by a young Navy lieutenant whose husband had just gone off for a 1-year tour at Diego Garcia. She may not be pleased to know that there is a ship with women on board headed for Diego Garcia, but——

Mrs. Byron. I am not going to tell her.

Mr. Kyl. While not being happy with that situation, I found her morale to be superior and that was instructive to me.

Two weeks ago, I returned from a trip to Central America and—actually, the experience that I will relate was an experience I encountered more than 2 weeks ago because I was at a camp of soldiers in the resistance to the Sandinista regime in Nicaragua, and in that contra camp, one of the most memorable experiences that I will ever have is talking to a young lady—I am sure she wasn't 20 years of age yet—who had been severely wounded in hand-to-hand combat—had been the only survivor of her particular unit—and she was just out of the wheelchair now, able to get around on crutches and I asked her what she was going to be doing now. She said, well, of course, she would be working there in the hospital to help other people who were injured.

I found her morale and her spirit to be very high, notwithstanding the horrible experience that she had just had. I don't know that it is desirable to put anybody in that kind of position, but certainly it shows that there is no difference when it comes to sex in terms of one's desirability and commitment to a cause which is worthwhile.

As I say, that experience in talking with that young lady will stay with me for a long time.

Thank you for your indulgence, Madam Chairman.

Mrs. Byron. Thank you, Mr. Kyl.

Let me pursue a little bit, sort of briefly, on a subject that you started out, and that was the sociological effects that we are seeing more and more. I really hadn't planned to go in this direction but I think it has been brought up and I can't avoid the opportunity to pick your two brains on this issue.

It is an issue that I find—a lot of times when I am out in the field or on visits to military bases, I will get a young woman in the military, frequently an enlisted personnel, who is unmarried, either pregnant or has an infant child at home, coming to me to—I can remember vividly one who was in a tank battalion. She was about 3 months pregnant. She had just been deployed to Europe. They did not know she was pregnant at the time when she was transferred there. She asked me if I would assist her in staying in Europe; that she understood the full responsibility; she had no problem taking care of the child once the child was born; she had a German family that was going to help her.

How are we going to handle the family problems that are developing from this type of situation? Her role was as an enlisted person in a tank battalion, changing engines, heavy-duty work, in a battalion that was deployed near the front line. In the event of an emergency, they would be moving forward.

At that time, she had made the arrangements when the child arrived to live with a German family off the base. The German woman would take care of the child when she was at work and then we see an emergency come along when they have to deploy. Where are the family allegiances going? I have three children; I know where mine would go.

These are some of the issues that we are having tough times debating. If you have a situation where a deployment is on a Navy vessel, you know you are there. You can make those long-term arrangements. But if you are looking at an Army or an Air Force forward deployed unit with a single parent, male or female, what happens?

Ms. **Segal**. That is a very important question. First, we actually have more single-parent men in the military than women.

Mrs. **Byron**. I know that.

Ms. **Segal**. Because there are more men——

Mrs. **Byron**. The hearing today was on women, but I think this is an important factor that transcends into issues.

Ms. **Segal**. Indeed, we have a concern about what is going to happen should there be a major mobilization among our troops in Europe. What will the men do who have families there, living there?

There is a great concern that the men will not be with their units because they would be concerned about their families who are living on the economy. Saying that is a problem for men doesn't mean that it is not a difficulty; it is something that we need to address.

I think that we are not going to address it if we don't keep reminding ourselves that we do have families there and we need to somehow accommodate those family roles.

I think some of it may be temporary so that I think certainly in the case of the woman who was pregnant, we are dealing with a temporary and predictable period during which she may not be able to perform the heavy labor.

In the policy now, the decisions are made on an individual case basis as to whether a woman can continue with her responsibilities.

Mrs. **Byron**. Her company commander's opinion was that before she becomes an integrated part of that unit, since she had just been deployed, it was better to have her reassigned back to CONUS.

Ms. **Segal**. Is this an Army woman?

Mrs. **Byron**. Yes.

Ms. **Segal**. Because the policy is that Army enlisted women, if they are pregnant, are not supposed to be deployed overseas.

Oh, they didn't know she was pregnant.

Mrs. **Byron**. That is right, and she had come to me to ask me for my assistance. It has been several years ago. That child is probably almost ready for kindergarten by now.

I was a dependent wife with two small children, stationed in Germany, at the time of the Hungarian uprising. The men were in the field; the wives and children were back in the kaserns, and one of the things that we were looking at—and I reflect back in comparing the differences at that time versus now—was that for the number of dependents there at the time, the planning was rather inadequate. We have moved a great step further.

We were on the third floor. Our rules and regulations were that I was to bring five blankets for each member of the family. If it was a question of whether I was going to leave the caserne with 15 blankets or leave the caserne with two children that had no blankets, I can tell you the blankets would have stayed upstairs.

These are the kinds of things that we have to look at when we are deploying an increasing number of women in the military because we want to make sure that there is a family unit; that the family unit does continue; that they are not denied a family role. These are difficult questions that, when we look at Mr. Dickinson's bill, what position are we putting ourselves into?

Ms. Segal. I think one of the most important kinds of initiatives that is taking place in the services is the various kinds of programs to provide support for the families when the military service member is not available.

Mrs. Byron. A support system.

Ms. Segal. We need to serve as a support system the service member knows that his or her family is taken care of in the event of an emergency and will, in fact, stay with the unit and be assured that the family is all right.

Mrs. Byron. I want to thank the two of you for your testimony today. As I said, had we not had the availability of your testimony, we would be waiting for a very in-depth research project that the GAO would have to come up with for us, so I appreciate that.

Mr. Ferber, I appreciate you and your group's testimony. I think it has been extremely beneficial and it will give us something to build on when DOD and the three services come in December.

Thank you once again, and the hearing is adjourned.

[Whereupon, at 11:30 a.m., the subcommittee was adjourned, to reconvene subject to the call of the Chair.]

House of Representatives,
Committee on Armed Services,
Military Personnel and Compensation Subcommittee,
Washington, DC, Thursday, February 4, 1988.

The subcommittee met pursuant to call at 10 a.m., in room 2212, Rayburn House Office Building, Hon. Beverly B. Byron, (chairman of the subcommittee) presiding.

STATEMENT OF HON. BEVERLY B. BYRON, A REPRESENTATIVE FROM MARYLAND, CHAIRMAN, MILITARY PERSONNEL AND COMPENSATION SUBCOMMITTEE

Mrs. Byron. Good morning. This morning is the third subcommittee hearing in a series of hearings on the subject of women in the military. At the October hearing we looked at issues of concern to both the active duty military women and military spouses, focusing particular attention on the August reports of the DACOWITS, which related some fairly, frankly, astonishing stories of conversations with Navy and Marine Corps women on a recent visit to the Western Pacific.

The second hearing in November was informative in nature, addressing the current combat exclusive laws and the policies of NATO allies in utilizing women. As a result of the DACOWITS report, the Secretary of Defense has established a task force to review DOD and the service policies on women in the service.

The Navy and Marine Corps also have set up a study group at the direction of the Secretary of Navy. The purpose of this morning's hearing is to learn in detail of those internal study groups. I am pleased to note that as a result of these reviews, a number of changes are in the offing. Both the gentleman from Alabama, Congressman Dickinson, and I have introduced legislation to expand the type of jobs available to women.

As I said at the last hearing, I prefer to see this accomplished administratively by the Department of Defense itself. That is the way the process is supposed to work. But as in the case of "danger pay" for service personnel in the Persian Gulf, I am prepared to take legislative action if necessary.

I view this hearing as a beginning, not an end, of the process. Along with changes already agreed to by Secretary Carlucci, he has taken the service and has tasked them to take a look at the number of other areas and report back in several months, necessitating a further review and a follow-up on the report at that time.

We will eagerly await that review. I want to emphasize that initiatives to address the problems of sexual harassment are an important first step, but only that, an important first step, which will require continued monitoring both by DOD and by the services.

As I said in my opening statement at the first hearing, as long as we have women in the military, they are going to be treated equally. They are going to be treated fairly. Only constant vigilance will insure that occurs.

Our first witness this morning is Dr. David Armor, the Principal Deputy Assistant Secretary of the Department of Defense for Force Management and Personnel, Chairman of the DOD Task Force. I certainly hope that doesn't all fit on one door. Your stationery must be interesting.

After Dr. Armor's presentation and responses to questions, we will hear from a panel composed of the personnel chiefs of the Army, Navy, Air Force, Marine Corps and Coast Guard. Gentleman, I will ask each of you to present your statement and then respond to questions as a panel. I will also ask Dr. Armor if you will remain at the witness table along with the second panel in case any members may wish to ask him further questions or seek to clarify Secretary Carlucci's position on any of the issues raised in the second panel's presentation.

Your full written statements will be made a part of the hearing record. In the interest of time, I will, therefore, ask each of you to provide a brief summary of your oral presentation in order to allow the maximum time for questions.

Dr. Armor, General Ono, Admiral Edney, General Hickey, General Hudson, Admiral Matteson, we welcome each of you this morning, and we look forward to your testimony. Mr. Bateman, do you have an opening statement?

STATEMENT OF HON. HERBERT H. BATEMAN, A REPRESENTATIVE FROM VIRGINIA

Mr. BATEMAN. Madam Chairman, very briefly to welcome our witnesses this morning, and to say that all of us, I am sure, share the same concerns, that we see equity is done to all of the women in our military services. We all want that. I don't think it would be acceptable to any of us that we do less than that.

But it is easier to talk about it in a theoretical sense and an ivory tower sense than it is to implement specific personnel actions consistent with discrete, intelligent, rational management of personnel and consistent with the overriding purposes and functions of having people in the military, which is to make sure that our national security is as fully protected as possible.

There is absolutely and totally no excuse for any sexual harassment taking place in the military any more than any other segments of American society. To the extent that problems have surfaced there within the military, that certainly must be addressed and it must be made abundantly clear at all levels of command, that this is not to be tolerated.

I look forward to hearing from the witnesses. It is my hope and belief that we are going to learn that constructive things have been done to move us toward the objectives that we all share, and I look forward to your testimony.

Mrs. BYRON. Thank you very much. Doctor, you may begin.

STATEMENT OF DAVID J. ARMOR, PRINCIPAL DEPUTY ASSISTANT SECRETARY OF DEFENSE, FORCE MANAGEMENT AND PERSONNEL

Dr. **Armor**. Thank you, Madam Chairman and Committee members. I do appreciate the opportunity to appear before you today to discuss the recommendations of the Department of Defense Task Force Report on Women in the Military and the actions already taken by the Secretary of Defense in response to these recommendations.

I have sent over earlier copies of the Task Force reports. The recommendations are quite numerous. What I would like to do this morning is highlight some of the key findings and recommendations of that report. As you are aware, on September 16, 1987, the Secretary of Defense established the Task Force on Women in the Military after receiving a fairly critical report from the DACOWITS (Defense Advisory Committee on Women in the services) following their field trip to the Pacific region last summer.

The Task Force, which I chaired, included representatives from all Military Departments, the Office of the Joint Chiefs of Staff, Office of the Secretary of Defense General Counsel, and a Federal Government employee from outside of the Department of Defense. The Secretary directed us to focus on three primary areas of concern: attitudes toward and treatment of women in the services, and particularly the sexual harassment problem; consistency in the application of combat exclusion policies; and career development issues. We made recommendations in each of those areas to the Secretary of Defense.

Recommendations concerning the attitudes toward and treatment of military women are based on the Task Force's conclusion that, despite vigorous institutional efforts to prevent it, sexual harassment remains a problem in all services. We believe that this problem can be minimized by a strong reaffirmation of Departmental policy against sexual harassment through leadership at all levels of the chain of command and by the improvement of existing complaint and enforcement systems to deal with sexual harassment allegations.

I will mention in this regard that establishing and using a formal back-up mechanism whenever the local chain of command may not be working is, I feel, one of the most important recommendations we have made in this area.

Another important recommendation concerns medical care for military women. We examined a number of quality of life issues and felt that the medical area, particularly in regard to OB/GYN services, could use some improvement. There are some recommendations that the Secretary has accepted which task the Assistant Secretary of Defense for Health Affairs to prepare a plan of action for dealing with medical care of military women.

Mrs. **Byron**. Excuse me for interrupting you. Do you have an idea of a timeframe on that?

Dr. **Armor**. I believe the timeframe of that, as with the other reports due to the Secretary, is 3 months.

In the combat exclusion area, the Task Force found that the services were not always consistent in the closure of certain noncombat jobs to women. Generally, the services only close those noncombat units or positions where risks of hostile fire or capture are considered substantial. I think, by and large, we found that and concurred in that.

The problem is that the services have formulated these risk criteria and as a result have somewhat different risk thresholds. This leads to the consistency problem where similar units or positions are open to women in one service but closed in another. This finding led to two major recommendations affecting combat exclusion policies. First, on consistency grounds, we recommended opening five new occupational areas to women: Air Force Red Horse and Mobile Aerial Port Squadrons; Naval Mobile Construction Battalions; and Marine Crops Security Guards and Marine Corps Security Forces. The Task Force also considered Navy CLF ships and EP-3 reconnaissance aircraft. We concurred with Secretary Webb's recent decision to open these units to women.

No further recommendations were required by our Task Force in that regard, with the exception of a general review of the "risk rule," which I will come to in a moment. The Task Force believed that the opening of these areas was justified on grounds of consistency alone, although our proposed "risk rule," which I will discuss next, provides additional grounds. The Secretary of Defense concurred with the "risk rule" and has adopted all recommendations in this area except two: he has asked for further review of Naval Mobile Construction Battalions and Marine Corps Security Forces before making a final decision in these areas. Those two areas have been placed into the general review category that I will discuss later.

The second, and I believe the most important recommendation that the Task Force made in the combat exclusion area, and one approved by the Secretary, is the establishment of clear guidance to the services on the grounds for closing noncombatant positions or units. The proposal is to permit closure of noncombat positions or units if their risk of exposure to direct combat, hostile fire, or capture are equal to or greater than the risk for land, air, or sea combat units with which they are associated in a theater of operations. This rule is consistent with the Navy's CLF ship openings as proposed by Secretary Webb and may also support opening additional Army positions in the brigade area and some Air Force reconnaissance aircraft. Our report recommended that the services incorporate this new risk rule into their policies and report within 3 months to the Secretary of Defense regarding any further job openings to women.

Regarding career development, the Task Force concluded that social and organizational inhibitors, as well as combat exclusion laws, have resulted in assignment and classification policies based on gender. To ensure that women are provided the opportunity for the fullest possible career development, we recommended that the Secretary of Defense direct the Military Departments to review their policies concerning women officer leadership development and to improve on integration of enlisted women into non-traditional skill areas. The Secretary approved this recommendation as well.

Madam Chairman, I have enclosed the Department of Defense Task Force on Women in the Military Report as part of my statement, and I am prepared to respond to your questions.

[The prepared statement of Dr. Armor follows:]

STATEMENT OF
DR. DAVID J. ARMOR
PRINCIPAL DEPUTY ASSISTANT SECRETARY OF DEFENSE
FOR
FORCE MANAGEMENT AND PERSONNEL
BEFORE
SUBCOMMITTEE ON MILITARY PERSONNEL AND COMPENSATION
OF THE
COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES
FEBRUARY 4, 1988

Madam Chairman and Committee members, I appreciate the opportunity to appear before you today to discuss the results of the Department of Defense Task Force Report on Women in the Military, as approved by the Secretary of Defense.

As you are aware, on September 16, 1987, the Secretary of Defense established the Task Force on Women in the Military after receiving a fairly critical report from the DACOWITS (Defense Advisory Committee on Women in the Services) following their field trip to the Pacific region last summer. The Task Force, which I chaired, included representatives from all Military Departments, the Office of the

Joint Chiefs of Staff, Office of the Secretary of Defense General Counsel, and a Federal government employee from outside of the Department of Defense. The Secretary directed us to focus on three primary areas of concern: attitudes toward women in the Services, and particularly the sexual harassment problem; consistency of application of combat exclusion policies; and career development issues. We made recommendations in each of those areas to the Secretary of Defense.

Recommendations concerning the attitudes toward and treatment of military women are based on the Task Force's conclusion that, despite vigorous institutional efforts to prevent it, sexual harassment remains a problem in all Services. We believe that this problem can be minimized by a strong reaffirmation of Departmental policy against harassment by leadership at all levels of the chain of command and the improvement of existing complaint and enforcement systems to deal with sexual harassment allegations. Another important recommendation in this area concerns medical care for military women. We think this needs to be improved, particularly with regard to OB/GYN services. The Secretary has accepted all the recommendations in this section of the report.

In the combat exclusion area, the Task Force found that the Services were not always consistent in the closure of certain noncombat jobs. Generally, the Services only close those noncombat units or positions where risks of hostile fire or capture are substantial. The problem is that the Services have used different "risk" thresholds; this leads to the consistency problem, where similar units or positions are open to women in one Service but closed in another.

This finding led to two major recommendations affecting combat exclusion policies. First, we recommended opening five new occupational areas to women: Air Force Red Horse and Mobile Aerial Port Squadrons; Naval Mobile Construction Battalions; and Marine Corps Security Guards and Security Forces. The Task Force also considered Navy CLF ships and EP-3 reconnaissance aircraft; we concurred with Secretary Webb's recent decision to open these units to women. The

Task Force believed that opening these areas was justified on grounds of consistency alone, although our proposed "risk" rule, which I will discuss next, provides additional grounds. The Secretary of Defense concurred with the "risk" rule and has adopted all recommendations in this area except two: he has asked for further review of Naval Mobile Construction Battalions and Marine Corps Security Forces before making a final decision in this area.

The second and most important reommendation approved by the Secretary is establishment of clear guidance to the Services on the grounds for closing noncombatant positions or units. The proposal is to permit closure of noncombatant positions or units if their risks of exposure to direct combat, hostile fire, or capture are equal to or greater than the risks for land, air, or sea combat units with which they are associated in a theater of operations. This rule is consistent with the Navy CLF ship openings as proposed by Secretary Webb and may also open additional Army positions in the brigade area and some Air Force reconnaissance aircraft. Our report recommended that the Services incorporate this new risk rule into their policies and report within 3 months to the Secretary of Defense regarding any further job openings to women.

Regarding career development, the Task Force concluded that social and organizational inhibitors, as well as laws concerning combat exclusion, have resulted in assignment and classification policies based on gender. To ensure that women are provided the opportunity for the fullest possible career development, we recommended that the Secretary of Defense direct the Military Departments to review their policies concerning women officer leadership development and to improve on integration of enlisted women into non-traditional skill areas.

Madam Chairman, I have enclosed the Department of Defense Task Force on Women in the Military report as part of my statement and I am prepared to respond to your questions.

DEPARTMENT OF DEFENSE

REPORT
TASK FORCE
ON
WOMEN IN THE MILITARY

JANUARY 1988

DEPARTMENT OF DEFENSE

REPORT

TASK FORCE
ON
WOMEN IN THE MILITARY

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JANUARY 1988

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INTRODUCTION

Total force readiness requires that all military members, male and female, have an opportunity to develop their talent to the fullest. Because women are a minority of people in uniform (about 10 percent), special efforts are essential to establish that opportunity. Women must be able to compete fairly for assignment and promotion, look forward to rewarding careers if they so choose, and be full partners in the benefits of mutual respect among military members that are critical to the effectiveness of military organizations. Attaining those objectives has been complicated by a rapid increase in the number of women in uniform during the past decade and by legal restrictions concerning women in combat, but it is clear that in spite of those complications, military women represent an irreplaceably valuable part of the U.S. Armed Forces.

Department of Defense policy is specific with regard to the effects of the combat exclusion laws. Women are expected to be used in all roles except those explicitly prohibited by the law, and the law should be interpreted to allow as many as possible career opportunities to be kept open. Similarly, Defense policy is specific with regard to respect for women insofar as attitudes or actions constituting sexual harassment are concerned. Execution of those policies requires continuous and effective supervision.

Most methods of supervision are common to all large organizations: a clear joining of responsibility and authority at every level, reports, inspections, and various techniques to obtain direct information, such as surveys and personal involvement by leaders with their people. One unique way of keeping the Secretary of Defense personally informed concerning military women was the establishment in 1951 of the Defense Advisory Committee on Women in the Services (DACOWITS). The DACOWITS consists of leaders from business, industry, education, the professions, and civic organizations. The DACOWITS' continuing concern for women's issues and problems, many of which they have identified through annual visits, interviews, and observations at numerous military installations, and their positive recommendations to the Secretary of Defense about these matters, have provided a particularly valuable view of how well the Department is doing in making military service rewarding for women.

The Secretary of Defense established this Task Force as a direct result of continuing concerns raised by the DACOWITS about the full integration of women in the armed forces. The Secretary's direction was to address three primary topics: attitudes toward and treatment of women in the military, and their impact on the morale and quality of life for women; consistency in application of combat exclusion statutes and policies, and their impact on effective utilization of women; and the manner in which various force management policies may impact adversely on women's career development. Discussion and recommendations for action in response to that direction are contained in the sections that follow.

EXTRACT OF RECOMMENDATIONS

The Task Force on Women in the Military recommends the Secretary of Defense take the following actions:

Section I. Attitudes Toward Women in the Services

1. Address the problem of sexual harassment with the Service Secretaries and the Joint Chiefs of Staff (Chairman and Service Chiefs), requesting a reaffirmation of Departmental policy against harassment and an endorsement of the other recommendations in this report.

2. In an effort to improve sexual harassment assessment procedures, require that a specifically tailored DoD-wide survey be conducted in 1988 and periodically thereafter to determine the incidence of sexual harassment and the effectiveness of programs to combat it. Additionally, require that a climate assessment instrument be developed and made available to all Services for use by commanders in determining the perceptions of individual Service members under their command concerning the total work environment; and that a central repository be established for all sexual harassment studies/surveys which would collate findings and publish appropriate results to all the Services.

3. In the area of education and training, require that DoD and all Services adopt a standardized definition of sexual harassment through revision of current DoD directives; each Service review its emphasis on and adequacy of education and training concerning sexual harassment to ensure recurring high quality, professional instruction in all currently programmed training, and expand such programs where deficiencies are found; each Service develop new materials and techniques to improve existing instructional methods and ensure that instruction occurs at all levels of the organization; and, DoD review equal opportunity lessons learned for use in combating sexual harassment. The results of such a review would be provided all Services for inclusion in their affirmative action plans or other appropriate utilization.

4. In an effort to improve enforcement of sexual harassment policies, require the Services to review, and modify

as necessary, their formal complaint systems to ensure that each Service:

a. Has a formal backup procedure that supplements the chain of command when the local commander is not responsive.

b. Repeatedly publicizes the Service systems for readily identifying and processing allegations of sexual harassment.

c. Takes measures to minimize any intimidating features of the reporting system and ensure its easy access.

d. Takes measures to ensure that the system provides responsive, timely action on the complaint and provides appropriate feedback to the complainant.

e. Emphasizes the importance of support for the system from the entire chain of command.

The Task Force further recommends that each Military Department provide a written report on the results of this review and actions to be taken to comply with (a) through (e) described above. The report should be submitted for approval of the Secretary of Defense within three months of acceptance of this recommendation.

5. We recommend that each Service make a special evaluation of facilities and services in locations where women are a small minority of the military population to determine what action may be necessary to eliminate conditions that detract from Servicewomen becoming full and equal members of their units. Each Service should be required to report the results of these evaluations and corrective actions to the Assistant Secretary of Defense (Force Management & Personnel).

6. We recommend that ASD (Health Affairs) review DoD policies that restrict the assignment or availability of medical personnel who provide medical care primarily to women. This review should consider changes to medical force mix that are needed to provide adequate health care for active duty women. ASD (HA) should submit a plan of action and milestones to the Secretary of Defense for approval.

7. We recommend that each Military Department evaluate its use of OB/GYN assets to ensure that the legal requirement of priority medical care for active duty patients is well-known and

properly enforced. Each Service should be required to report to ASD (HA) evaluation results and proposed corrective action.

8. We recommend that the DoD Directive covering policies for on-base entertainment be changed to incorporate more explicit and well-defined standards of good taste.

Section II. Combat Exclusion

1. Issue guidance to the Secretaries of the Military Departments on the definition of combat missions which excludes women from combat positions and units in each Service as required or implied by statutes. In addition, the guidance should state that noncombat units can be also closed to women on grounds of risk of exposure to direct combat, hostile fire, or capture, provided that the type, degree, and duration of risk is equal to or greater than that experienced by associated combat units (of similar land, sea, or air type) in the same theaters of operation.

a. Direct the Secretary of the Army to review the use of battlefield location in light of this rule, and in particular to review opening those brigade positions which, like forward support battalions, experience less risk than regular combat battalions.

b. Direct the Secretary of the Navy to incorporate the new risk rule into the new definition of combat mission, and to assess the opening of CLF ships in light of this rule. In addition, the Navy's new definition of combat mission should clearly specify those conditions (e.g., travel with the battle group) which establish equal risk and therefore closes non-combat ships to women.

c. Direct the Secretary of the Air Force to review the portions of its regulations that close positions with a "high probability of exposure to hostile fire and substantial risk of capture." This risk condition should be modified to reflect the comparison of risk to combat aircraft, and to change policy with regard to assignment of women accordingly. It is expected that some currently closed reconnaissance aircraft would remain closed, while others would be opened. The risk condition applied to non-flying forces should be similarly evaluated.

d. Require reports to the Secretary of Defense on the changes of definitions and the positions opened to women as a result of these changes within 3 months of acceptance of this report.

2. Approve Navy's opening of VQ1/2 aircraft to women and request that the Military Departments open the following positions to women: Navy Mobile Construction Battalions, Marine Corps Security Guard and Security Forces, and Air Force Red Horse and Aerial Port Squadrons.

3. Assure the Military Departments that, in order to maintain and protect readiness levels, all women serving in positions validated by the definitional changes described above will remain in those positions in the event of mobilization or other national emergencies.

Section III. Career Development

1. Direct the Secretaries of the Military Departments to address the issue of women officer leadership development and key billet/command assignment, along with each Chief of Service, as a matter of priority.

2. Direct the Secretaries of the Military Departments to develop a comprehensive plan to integrate non-traditional skill areas with enlisted women, with explicit focus on recruiting and assignment policies. These plans should be submitted to the Assistant Secretary of Defense (Force Management & Personnel) for review.

Section I

ATTITUDES TOWARD WOMEN IN THE SERVICES

The Task Force addressed two general topics as a part of considering attitudes toward women in the Services: sexual harassment and quality of life for women. We shall report on our findings and recommendations in that order.

A. APPROACH

Given the clear statement of overall Department of Defense policy mentioned in the introduction and the considerable body of information available from the DACOWITS and other sources, the Task Force focused on the degree to which policy and policy implementation in each of the Services conformed with Defense guidance. The factual basis for findings and recommendations was provided primarily by numerous DACOWITS reports, oral briefings from DACOWITS members who took part in field trips, Service survey results, and presentations from Service representatives.

B. SEXUAL HARASSMENT

1. General Findings

The Task Force found that sexual harassment remains a significant problem in all Services. Institutional efforts to prevent sexual harassment have been vigorous and sincere, but not totally effective. Although incidents involving higher command levels appear to be somewhat unusual, there are still a wide variety of less severe abuses including sexually offensive remarks and gestures. Sample surveys conducted in the Army and Air Force, a recently completed Navy assessment, reports of DACOWITS members and a substantial body of anecdotal evidence, although somewhat different among the Services, support this conclusion. More precise documentation of rates and types of sexual harassment is hampered by lack of a uniform, DoD-wide definition of sexual harassment and uniform assessment procedures.

Sexual harassment continues in spite of clear policy guidance, including three policy statements issued by the Secretary of Defense in the past six years and in spite of specific policies and programs developed to combat it. While the problem of sexual harassment is not unique to the Military Services, the

Task Force concludes that more can be done to prevent it and to mitigate its effects when it does occur.

The specific Task Force findings are grouped under the areas of command emphasis, assessment procedures, education and training, and enforcement.

2. Command Emphasis

Throughout our discussions, Task Force members repeatedly stressed the importance of leadership and command emphasis as the most critical factors in solving and, indeed, precluding human relations problems that lead to sexual harassment. A strong, aggressive commitment must first be made at the top of the chain of command, and all command levels must be held accountable.

3. Assessment Procedures

One of the major problems the Task Force encountered throughout its deliberation is the limited amount of useful information regarding the extent of sexual harassment in each Service. Although the Air Force and Army conduct annual surveys that cover the broader topics of quality of life and equal opportunity, the thrust of each survey changes annually as the Services change their focus. The Navy and Marine Corps have conducted only occasional surveys that touch on the issue. Their information is dated and precludes historic tracking. Absence of a uniform, periodic survey hampers realistic assessment of the problem and monitoring of solutions.

Another difficulty in assessment is a lack of consistency in the way each Service reports sexual harassment statistics. This aspect of the problem is being addressed through implementation of a recent DoD Directive requiring each Service to report information on sexual harassment complaints as part of its Annual Military Equal Opportunity Assessment. The first of these standardized reports is due in February 1989.

4. Education and Training

Service briefings on existing education and training programs concerning sexual harassment revealed that the emphasis varies considerably among the Services. For example, during basic training one Service covers the subject of sexual harassment prevention as a separate topic, one addresses it as part of equal opportunity training, and another addresses it as part of rights and responsibilities training. Members of each Service spend a differing amount of training time on this topic and each Service uses different definitions of sexual harassment, thereby hampering creation of effective and uniform policies throughout DoD.

5. Enforcement

The Task Force reviewed existing enforcement and complaint channels, including the Chain of Command, the Inspector General, Equal Opportunity Staffs, Request Mast, Chaplains, Local Commander's Hotline, Legal Counsel, filing of a complaint under Article 138 (complaints of wrongs) of the Uniform Code of Military Justice, and letters to Congress.

The Task Force determined that all Services have enforcement and complaint procedures, but that their effectiveness varies. In some instances, procedures do not appear well-known to Service members, especially more junior members. In other instances, the procedures are known but not well-used, apparently because of concern that filing a complaint might adversely impact the member's career or bring retribution. Reluctance to use the chain of command is judged especially true when some level of the chain is perceived as a participant in, or thought to condone, pejorative attitudes toward military women. These predominant formal complaint systems include the following:

a. Army - the use of the Equal Opportunity Staff for initial complaints, with the Inspector General available for complaints not resolved by the immediate chain of command.

b. Navy/Marine Corps - the Request Mast system, in which the complainant may request mast with any commander in the chain of command.

c. Air Force - the use of the Social Actions Office, which accepts complaints on all matters and ensures that problems are inserted back into the chain of command at the appropriate level for resolution.

C. QUALITY OF LIFE

1. General Findings

There is no doubt that the quality of life of each Service member contributes to or detracts from the readiness of the Services on a daily basis and is a long-term readiness issue in its affect on individual and unit morale and the retention of Service members. It is clear that the Services have expended considerable resources in efforts to improve the quality of life of all Service members and their families. As women were integrated into a predominantly male culture, however, the results of that integration raised issues that have been dealt with unevenly within each Service. Because all quality of life issues from the DACOWITS' reports on its trips to Europe and the Pacific are being addressed separately by each Service involved, the Task Force again focused on the broader policy aspects of these issues.

The Task Force identified three broad quality of life issues that deserve special emphasis: facilities and services, medical care, and entertainment policies.

2. Facilities and Services

The issue of appropriate facilities for female Service members seems to arise predominantly in areas formerly occupied almost exclusively by men. Barracks, gymnasiums, clubs, day rooms, Base Exchange stocking policies, transportation and haircuts at various locations were presented as examples of facilities and services that were relatively adequate for male Service members but were less-than-adequate for a mixed force. Problems with these facilities and services included availability, adequacy, security, privacy and location. As a result, certain facilities and services are not equal for men and women in those locations, and in some cases, women members perceive themselves, and may be perceived by others, as less than full members of the team.

3. Medical Care

Two problems surfaced to the Task Force under this heading:

a. A perception that dependents in some areas receive preferential treatment.

b. A perception that the Services do not have enough OB/GYN doctors and, in certain areas, female enlisted medical technicians, to provide the required care both to female Service members and female dependents.

Examples to support both of these perceptions were presented by DACOWITS executive committee reports. A common concern has been expressed in many locations that the medical system appeared to treat female Service members as less important, or with lower priority, than female dependents. Service members have noted unacceptable waiting times to see an OB/GYN specialist. Some women are using civilian doctors to complete their physicals rather than waiting for an appointment with a Service doctor.

4. On-base Entertainment

The third significant issue affecting quality of life concerns on-base entertainment and the promotion of, or at least the tolerance of, an atmosphere denigrating to women at some overseas locations. This has been primarily observed in the form of sexually suggestive entertainment in some club facilities. The Task Force reviewed current directives and noted that, although each Service directs that on-base entertainment must be wholesome and in good taste, each policy statement contains different emphasis and specifics.

D. RECOMMENDATIONS

Based on our review, the Task Force recommends that the Secretary of Defense take the following actions:

1. Address the problem of sexual harassment with the Service Secretaries and the Joint Chiefs of Staff (Chairman and Service Chiefs), requesting a reaffirmation of Departmental policy against harassment and an endorsement of the other recommendations in this report.

2. In an effort to improve sexual harassment assessment procedures, require that:

a. A specifically tailored DoD-wide survey be conducted in 1988 and periodically thereafter to determine the incidence of sexual harassment and the effectiveness of programs to combat it.

b. A climate assessment instrument be developed and made available to all Services for use by commanders in determining the perceptions of individual Service members under their command concerning the total work environment.

c. A central repository be established for all sexual harassment studies/surveys which would collate findings and publish appropriate results to all the Services.

3. In the area of education and training, require that:

a. DoD and all Services adopt a standardized definition of sexual harassment through revision of current DoD directives.

b. Each Service review its emphasis on and adequacy of education and training concerning sexual harassment to ensure recuring high quality, professional instruction in all currently programmed training, and expand such programs where deficiencies are found.

c. Each Service develop new materials and techniques to improve existing instructional methods and ensure that instruction occurs at all levels of the organization.

d. DoD review equal opportunity lessons learned for use in combating sexual harassment. The results of such a review would be provided all Services for inclusion in their affirmative action plans or other appropriate utilization.

4. In an effort to improve enforcement of sexual harassment policies, require the Services to review, and modify as necessary, their formal complaint systems to ensure that each Service:

a. Has a formal backup procedure that supplements the chain of command when the local commander is not responsive.

b. Repeatedly publicizes the Service systems for readily identifying and processing allegations of sexual harassment.

c. Takes measures to minimize any intimidating features of the reporting system and ensure its easy access.

d. Takes measures to ensure that the system provides responsive, timely action on the complaint and provides appropriate feedback to the complainant.

e. Emphasizes the importance of support for the system from the entire chain of command.

The Task Force further recommends that each Military Department provide a written report on the results of this review and actions to be taken to comply with (a) through (e) described above. The report should be submitted for approval of the Secretary of Defense within three months of acceptance of this recommendation.

5. We recommend that each Service make a special evaluation of facilities and services in locations where women are a small minority of the military population to determine what action may be necessary to eliminate conditions that detract from Servicewomen becoming full and equal members of their units. Each Service should be required to report the results of these evaluations and corrective actions to the Assistant Secretary of Defense (Force Management & Personnel).

6. We recommend that ASD (Health Affairs) review DoD policies that restrict the assignment or availability of medical personnel who provide medical care primarily to women. This review should consider changes to medical force mix that are needed to provide adequate health care for active duty women. ASD (HA) should submit a plan of action and milestones to the Secretary of Defense for approval.

7. We recommend that each Military Department evaluate its use of OB/GYN assets to ensure that the legal requirement of priority medical care for active duty patients is well-known and properly enforced. Each Service should be required to report to ASD (HA) evaluation results and proposed corrective action.

8. We recommend that the DoD Directive covering policies for on-base entertainment be changed to incorporate more explicit and well-defined standards of good taste.

SECTION II

COMBAT EXCLUSION

A. APPROACH

The Task Force mission on this topic was to evaluate the impact of "consistency in application" of exclusion statutes and policies rather than questioning the combat exclusion itself. The Secretary of Defense has previously taken the position that the law regarding combat exclusion reflects a fundamental social issue more properly addressed by the Congress.

The Task Force began by reviewing and discussing three levels of policy: the statutes, Secretary of Defense policy guidance, and the Services' policies and interpretations of policy. The review then continued with a series of presentations by Service representatives on specific jobs and units that were closed to women and the reasons for closure under existing policies and interpretations.

Taking combat exclusion law as given, the problem before the Task Force was to review the implementation of these statutes, and to address two specific questions: (1) the consistency in application from one Service to another, and (2) the consistency of Service policies with prior Secretary of Defense policy guidance on combat exclusion.

B. THE LAW AND DOD POLICY

The legal requirement for combat exclusion arises from two separate statutes, one applying to the Navy and Marine Corps and one to the Air Force:

1. Title 10, U.S.C. 6015 stipulates that "Women may not be assigned duty on vessels or in aircraft that are engaged in combat missions nor may they be assigned to other than temporary duty on vessels of the Navy except hospital ships, transports, and vessels of similar classification not expected to be assigned to combat missions."

2. Title 10, U.S.C. 8549 states, "Female members of the Air Force, except those designated under section 8067 of this title, or appointed with a view to designation under that section, may not be assigned to duty in aircraft engaged in combat missions."

There is no statutory provision that applies explicitly to the Army, but the Secretary of the Army has developed policies for excluding women from routine engagement in direct combat. The implied congressional intent behind the Navy and Air Force statutes is cited by the Army as the basis for its exclusion policies.

The interpretation and application of these statutes generally has been left to the Service Secretaries and Military Departments; there are no DoD directives or regulations that pertain to combat exclusion at this time. The Secretary of Defense has, however, issued broad guidance from time to time to the Military Departments regarding combat exclusion. The most recent statement of policy was issued in 1985; it became a major criterion by which the Task Force evaluated Service policies. The guidance states:

> "Military women can and should be utilized in all roles except those explicitly prohibited by the combat exclusion statutes and related policy. The combat exclusion rule should be interpreted to allow as many as possible career opportunities for women to be kept open."

C. DEFINITIONS OF COMBAT MISSIONS

The statutes establish only minimum criteria for excluding women from military positions; namely, ships and aircraft with combat missions. Nothing in the law prohibits the Services from applying combat exclusion policies to units other than ships or aircraft, and all Services have done so.

More important, the law does not define "combat mission." The task has been left to the Department of Defense, and in fact to each Military Service. Given the differences in mission, organization, and operational practice, it is not surprising that the Services have developed differing definitions of combat mission, and that these definitions have changed over time in response to changes in military doctrine, technology, and utilization of forces.

Not all differences in combat exclusion policies, however, arise from Service differences in combat forces. The differences of greatest concern to the Task Force arise from specific interpretations of the law (in all Services) concerning placing women at risk of exposure to hostile fire or capture. While the statutes do not mention such risks, their legislative histories can support the view that Congress intended the combat exclusion laws to protect women from the most serious risks of harm or capture.

The Task Force has several problems with the "risk" interpretation of the law. First, it has led to exclusion of women from noncombat positions or units that are not explicitly covered by the language of the statutes, thereby making such exclusions somewhat broader than the narrowest reading of the Secretary of Defense's 1985 guidance. Second, since each Service has different risk thresholds, it has led to inconsistent exclusions from one Service to another; that is, similar positions or units in two or more Services that are open in one Service but closed in another.

Finally, the Task Force is concerned whether changing war-fighting doctrine, emerging technologies, and global strategies justify the use of risk of harm or capture alone as a primary criterion for identifying assignments precluded because of the combat exclusion, at least without some clear connection to combat. Women are currently utilized in units or theaters of operation in which they will be exposed to substantial risk of hostile fire or capture, depending on specific wartime scenarios. Examples include Army rear-of-brigade artillery and forward support battalions; Air Force ground launched cruise missile (GLCM) sites; airborne early warning and control systems; refueling tankers; and, Military Sealift Command ships that travel to and supply battle groups.

In the following sections the Task Force will discuss Service policies in more detail and comment on specific positions that raise consistency problems from one Service to another. But the larger and more important challenge is to review our definitions of combat mission to arrive at policies more consistent with the Secretary's 1985 guidance, and in particular to address the use of risk in the closure of noncombat positions to women.

The Task Force believes that the Secretary of Defense should develop more explicit guidance about how combat missions should be defined and to specify the way in which risk can be considered when assessing noncombat units and positions for closure to women.

In order to maintain a proper nexus to combat, the guidance should state that risks of direct combat, exposure to hostile fire, or capture are proper criteria for closing noncombat positions or units to women, providing that the type, degree, and duration of such risks are equal to or greater than the combat units with which they are normally associated within a given theater of operations. If the risk of noncombat units or positions is less than comparable to land, air, or sea combat units with which they are associated, then they should be open to women.

Given this rule for the use of risk, the definitional areas in greatest need of review are the Army's use of battlefield location; the Air Force's use of exposure to hostile fire (or hostile territory) and risk of capture; and the Navy's application of combat mission to groups of ships rather than individual vessels as specified in its statute.

D. SERVICE POLICIES

Having reviewed the statutes, Secretary of Defense policy guidance, and definitions of combat missions, what follows is a review of current policy and policy interpretations for each of the Services.

1. Army

Title 10, U.S.C. 3012 gives the Secretary of the Army authority to determine assignment policy for all Army personnel. As such there are no statutory restrictions on Army assignment policy. The Secretary of the Army has stated that women will be assigned in all skills and positions except those which involve the highest probability of direct combat with enemy forces. He has defined direct combat as "engaging an enemy with individual or crew-served weapons while being exposed to direct enemy fire, a high probability of direct physical contact with the enemy, and a substantial risk of capture. Direct combat takes place while closing with the enemy by fire, maneuver, or shock effect in order to destroy or capture, or while repelling assault by fire, close combat, or counterattack."

Pursuant to 10 U.S.C. 3012 and considering the statutes affecting women of the Air Force and Navy, the Secretary of the Army developed the Direct Combat Probability Coding System (DCPC) in 1983. Under the DCPC, every position in the Army is evaluated based upon the duties of the Military Occupational Specialty (MOS) or Area of Concentration (AOC), and the unit's mission, tactical doctrine, and location on the battlefield. Each position is then coded based upon the probability of engaging in direct combat, with P1 representing the highest probability and P7, the lowest. DCPC restricts women from serving in P1 positions.

DCPC codes positions, not units or MOS or AOC. However, a unit containing only P1 positions is "closed" to assignment of women. For example, all positions in Infantry and Armor Battalions are coded P1 so Infantry and Armor Battalions are "closed." Similarly an MOS or AOC for which all positions are coded P1 is closed. Infantryman and Tank Crewmember are obvious examples, for every position has a direct combat mission. Another MOS or AOC may be closed because the number and/or grade distribution of closed positions makes career progression/development in that career area impossible for women.

The DCPC system closes a number of noncombat positions or units primarily because of their location in the battlefield area. Units usually operating forward of the brigade-rear are closed, while units operating generally behind brigade-rear are open.

2. NAVY

A strict reading of the Navy statute precludes assignment of women to duty on vessels or in aircraft that are engaged in combat missions. Navy policy on combat exclusion is articulated in SECNAVINST 1300.12 which states, "women will not be assigned to combat duty. . .," nor will they be assigned to vessels or aircraft that are engaged in "combat missions." Women "may be permanently assigned to duty in hospital ships, transports, training ships, and vessels of a similar classification not expected to be assigned combat missions." Further, they "may be assigned to temporary duty to any ship or squadron in the Navy provided that unit is not expected to have a combat mission during the period of temporary duty." SECNAVINST 1300.12 further defines combat mission as "one that has as one of its primary objectives to seek out, reconnoiter, or engage the enemy."

In execution of its policy, Navy includes under "combat mission" not only ships and aircraft, but also "units" or "task organizations." This further interpretation, not included in SECNAVINST 1300.12, was noted in a Deputy Secretary of Defense letter to members of Congress in 1978. "A combat mission is a mission of a unit, ship, aircraft or task organization which has as one of its primary objectives to seek out, reconnoiter, or engage an enemy." This interpretation of policy has been used to justify closure of Combat Logistics Force (CLF) ships to women because they are part of the "task organization" of, for example, a Carrier Battle Group. Although CLF ships have primary support rather than combat missions, the inclusion of "task organization" causes them to share the common combat mission with the battle group. The motivation was that CLF ships will sail in harm's way with the battle group and, based on Navy's estimate of enemy strategy and tactics, will be a high value unit sought by the enemy in a combat theater.

"Units" are included in the interpretation to cover SEALS and mobile construction battalions, although both may be covered by the exclusion from assignment "to combat duty." In addition, since the definition of combat is to seek out, reconnoiter, or engage the enemy, all reconnaissance aircraft have been closed to women on the basis of this definition.

The recently completed Navy study, as adopted by the Secretary of the Navy, proposes the following new definition of combat mission:

"A combat mission is defined as a mission of an individual unit, ship or aircraft that individually, or collectively as a naval task organization, has as one of its primary objectives to seek out, reconnoiter, and engage the enemy. The normal defensive posture of all operating units is not included within the definition."

The "or" between "reconnoiter" and "engage" has been changed to "and," thereby removing purely reconnaissance activities from combat. However, by keeping "task organization" in the definition, the Navy will still apply the definition of combat to groups of ships rather than individual vessels as implied by the statute. The Navy report further states that certain CLF ships will now be open to women, although the definition alone does not convey why some CLF ships will be open and others will be closed.

3. Marine Corps

Title 10, U.S.C. 6015 applies to the Marine Corps and precludes assignment of women to duty on vessels or in aircraft that are engaged in combat missions. SECNAVINST 1300.12 also applies and is refined in MCO 1300.8N which states women Marines will not be assigned to any unit within which they would likely become engaged in direct combat operations with the enemy, or to any assignment that has been designated by the Secretary of the Navy as requiring an armed combat trained Marine.

"Direct combat operations" are defined for assignment purposes as seeking out, reconnoitering, or engaging in offensive action. MCO 1300.8N also states combat exclusion rules prohibit women from being assigned to units with the greatest physical risk, such as infantry regiments and their sub-elements. The order goes on to say, "Women Marines may be assigned to any supporting establishment unit/duty station for which qualified by grade, MOS, or other special criteria, with the exception of Marine Security of United States Embassies or Consulates and any Marine Corps security force billet designated by the Secretary of the Navy as ". . . an armed, combat trained Marine." The additional exclusion of Security Guards and security forces is justified primarily on the possibility of combat or other risk of harm. However, no other Service closes such security positions to women, and there is no attempt to compare the risks of Marine Security Guards to that of regular Marine combat troops.

4. Air Force

The law, 10 U.S.C. 8549, states that female members of the Air Force may not be assigned to duty in aircraft engaged in combat missions. Air Force interprets the law and defines combat in AFR 35-60. AFR 35-60 precludes assignment of women to the following:

a. Aircraft whose principle mission involves aerial combat, defined as:

(1) Delivery of munitions or other destructive material against an enemy, or

(2) Aerial activity over hostile territory where enemy fire is expected and where risk of capture is substantial.

b. Duties or units where there is a probability of exposure to hostile fire and substantial risk of capture.

c. Instructor or staff positions where training or experience in combat aircraft is a prerequisite.

The first portion of the Air Force definition of "aerial combat" is similar to other Services, definition of combat; that is, "delivery of munitions. . . against an enemy." But the second component involving aerial activity over hostile territory, as well as the general exclusion of units where there is "a probability of exposure to hostile fire and substantial risk of capture," is unlike the other Services' definitions. As such, units and positions closed by this criteria are not specifically required by law. Moreover, there is no attempt to relate the degree of risk to the risk of combat units with which they are normally associated.

E. REVIEW OF SPECIFIC AREAS OF INTEREST

In our reviews to evaluate consistency, we recognized the need first to find inter-Service commonality in either skill, unit, type weapons systems or equipment before we could assess whether or not the Services exclusion policies were, in fact, consistent.

We reviewed the skills, units, systems and equipment in each Service to identify where commonality exists among two or more of the Services. (In skills alone there are over 739 officer skill classifications and 1137 enlisted skill classifications). Where we found commonality, we looked for differences among the Services in employment/exclusion policies affecting women. We also examined those areas closed to women based on Service criteria not explicitly included in combat exclusion statutes and, where possible, applied the "risk" rule described in Section C.

We identified 29 specific areas where potential inconsistencies exist in application of policy, either between two or more Services or with Secretary of Defense guidance, and we studied Service rationale for either excluding or allowing women to serve. Of the 29 areas studied, we found Service policy conformed to both the law and DoD guidance in 22 of those areas. For these 22 areas, the apparent differences in employment policy were not considered inconsistent when viewed in the wartime environment projected by the Services.

The remaining seven areas of concern are discussed below:

1. Battlefield location as a criterion for determining combat exclusion in the Army

Prior to adoption of the DCPC system, Army women were excluded only from infantry, armor, cannon field artillery, combat engineer, and low altitude air defense units of battalion/squadron or smaller size. The problem was that some noncombat units (e.g., intelligence and signal units) operate habitually in the forward battlefield area, side-by-side with regular combat units and exposed to the same risks. Depending on conditions, women in such units could become involved in direct combat with the enemy. The inclusion of battlefield location in the DCPC system helps solve this problem.

When the DCPC system was adopted, a significant number of noncombat units and positions were closed to women due primarily to application of the battlefield location criterion. Even after special validation studies, an additional 11 MOS's and 159 units were closed that were open in the older system. Currently, the key distinction is between units that operate habitually forward of the brigade-rear, which, with one exception, are closed to women. The major exception is forward support battalions, which remain open to women even though they operate throughout the brigade area.

While the Task Force does not recommend deleting battlefield location from the DCPC equation, we believe it should be reviewed in light of the proposed "risk" rule to prevent closure of noncombatant units and positions to women without a clear nexus to direct combat mission. For example, the "equal risk" rule would probably justify closure of any noncombat unit that operates habitually forward of the battalion rear, such as forward intelligence and signal units. At the same time, it would justify opening of forward support battalions as well as numerous noncombat positions in the brigade headquarters.

2. Combat Logistics Force Ships (CLF)

Combat Logistics Force ships have been routinely considered by Navy to be vessels of a "task organization;" in this case the Carrier Battle Group, which has as a primary mission to seek out, reconnoiter, or engage the enemy. Neither 10 U.S.C. 6015 nor a literal interpretation of Navy's written policy precludes assignment of women to the CLF. The Navy's utilization of "task organization" as a qualifier appears to be the only criterion for exclusion. While the CLF is unique, the other Services generally view "logistic support" positions as properly open to women. There appears to be no legal objection to a revision of Navy policy, nor would change necessarily have any impact on units or organizations other than CLF. No written Navy regulations would have to be changed, since recent laws and regulations define combat mission for vessels, not groups of vessels.

The Navy's recent study recommendations and the Secretary of the Navy's decision to open some CLF ships to women is based on a distinction of mission within task organizations. Those logistics ships that "travel with the battle group" (11 ships of the AOE and AOR class) would remain closed to women, while those that are used in more of a shuttle operation between shore and the battle group (26 ships of the AFS, AO, and AE class) would be opened over time on a ship-by-ship basis.

This change represents a significant improvement in Navy policy. By drawing a better nexus to combat mission, Navy exclusion policy is brought into closer compliance with the 1985 Secretary of Defense guidance. The Task Force still has two concerns, however. First, the definition of combat mission does not make it clear what ships are open or closed to women; the condition of "traveling with the battle group" is not expressed in the definition of combat mission. Second, the condition of "traveling with the battle group" is not explicitly evaluated in terms of equal risk of hostile fire as combatant ships, although this may be the intended distinction.

3. Fleet Air Reconnaissance Squadrons (VQ1/VQ2)

Fleet Air Reconnaissance Squadrons (VQ1/VQ2) have as a primary mission the monitoring of intelligence signals by flying close to hostile territory. The mission fits the Navy definition of combat mission in that it reconnoiters the enemy. Title 10, U.S.C., Section 6015 does not preclude the assignment of women to VQ1 and VQ2; however, SECNAVINST 1300.12 prohibits assignment of women to any ship or aircraft squadron that has as its primary objective any one of the elements in its definition of a combat mission (i.e., seek out, reconnoiter, or engage the enemy). The EP-3 aircraft flown by VQ1/VQ2 pilots operate close to hostile territory, generally not over that territory. While aircraft from these squadrons have been shot down in the past, they do not carry weapons and the risk of hostile fire is not considered as high as for combat aircraft.

It would not be legally objectionable to modify SECNAVINST 1300.12 such that women would be authorized to serve in VQ1 and VQ2. The only modification would be to change the word "or" to "and," which the Navy is proposing to do in its new policy proposal. The Task Force agrees with the recent Navy study that the VQ1/2 aircraft should be open to women, not only because similar types of aircraft are open in the Air Force, but because the risk of hostile fire or capture is lower than for combat aircraft of similar types.

4. Naval Mobile Construction Battalions (NMCB)

Navy policy on combat exclusion in SECNAVINST 1300.12 says women "will not be assigned to combat duty..." It also says women will not be assigned to vessels or aircraft engaged in combat missions, but does not address other "units." As mentioned in paragraph C. above, the Navy has expanded the scope of combat exclusion by including "units" and "task organizations" along with ships and aircraft as being proper entities for exclusion of women should they become engaged in a combat mission.

NMCBs are heavy engineering units whose primary missions are construction and not combat. They generally arrive in a theater area after the main combat units and therefore, while they may be exposed to some risk of hostile fire, it is not in the same degree or duration as combat units. They are primarily support units which, if they engage the enemy at all, would do so only from a defensive posture. As such, in mission and utilization, NMCBs are substantially similar to Army heavy engineering units which are open to women.

The Task Force believes that NMCBs should be open to women, not only because of their similarity to Army heavy engineers, but also because their degree of risk is clearly lower than the combat units with which they are associated.

5. Marine Security Guard (MSG) and Marine Corps Security Forces (MCSF)

Marine Security Guard duty involves protecting the physical security of United States Embassies and Consulates around the world. Marine Corps Security Force duty involves providing physical security for designated naval activities, to include combatant ships. Women are excluded by law from those Marine Corps Security Force units assigned as part of the crew of a combatant ship.

The primary missions of Marine Security Guards and Marine Corps Security Forces at Naval Bases are guard duty rather than combat duty. Similar guard duty positions are open to women in the Army and Air Force. Given these similarities, the fact that security guards and forces are an exception to Marine Corps policy, and the lower risks of exposure to hostile fire and capture compared to Marine Corps combat units, the Task Force believes these positions should be open to women.

6. Air Force Red Horse and Mobile Aerial Port Squadron

The closure of these units to women stem from the section of AFR 35-60 which precludes assignment of women to units where there is a high probability of exposure to hostile fire and substantial risk of capture, rather than direct combat roles. Red Horse and Mobile Aerial Port Squadrons are noncombatants that have risks similar to those of Army heavy engineers and Navy NMCBS, and these risks are less than the ground combat forces with which they are associated. The Task Force believes these units should be open to women on the same grounds that NMCBs should be open to women.

7. Air Force Reconnaissance Aircraft

The law does not preclude assignment of women to reconnaissance aircraft. The existing closure of certain reconnaissance aircraft to women comes from the provision of AFR 35-60 that precludes women from assignment to "aerial activity over hostile territory where enemy fire is expected and where risk of capture is substantial." Because of missions over hostile territory, the Air Force closes both strategic reconnaissance aircraft (SR-71, U/TU-2, TR-1), as well as the following tactical reconnaissance and search/rescue aircraft to women: EF-111, C-141 (all missions), CH/HH-3, MH/CH/HH-53, UH/HH-60, HH-IN CA, UH-IN CA, C/EC/HC-130 (all mission), RF-4, 0-2, OV-10, C-140 (all missions), and T-39 (all missions).

The Task Force believes that the hostile territory condition should not be deleted entirely, because this would open some reconnaissance aircraft where the risk of hostile fire or capture would be the same or greater than combat aircraft; a tactical reconnaissance aircraft such as the RF-4 is a good example. We believe, however, that the Air Force should review and revise its conditions for closing non-combat aircraft according to the "risk" rule described in Section C. Such a change may well open strategic reconnaissance such as SR-71, U/TU-2, and TR-1.

F. RECOMMENDATIONS

Based on our review, the Task Force recommends that the Secretary of Defense take the following actions:

1. Issue guidance to the Secretaries of the Military Departments on the definition of combat missions which excludes women from combat positions and units in each Service as required or implied by statutes. In addition, the guidance should state that noncombat units can be also closed to women on grounds of risk of exposure to direct combat, hostile fire, or capture, provided that the type, degree, and duration of risk is equal to or greater than that experienced by associated combat units (of similar land, sea, or air type) in the same theaters of operation.

a. Direct the Secretary of the Army to review the use of battlefield location in light of this rule, and in particular to review opening those brigade positions which, like forward support battalions, experience less risk than regular combat battalions.

b. Direct the Secretary of the Navy to incorporate the new risk rule into the new definition of combat mission, and to assess the opening of CLF ships in light of this rule. In addition, the Navy's new definition of combat mission should clearly specify those conditions (e.g., travel with the battle group) which establish equal risk and therefore closes non-combat ships to women.

c. Direct the Secretary of the Air Force to review the portions of its regulations that close positions with a "high probability of exposure to hostile fire and substantial risk of capture." This risk condition should be modified to reflect the comparison of risk to combat aircraft, and to change policy with regard to assignment of women accordingly. It is expected that some currently closed reconnaissance aircraft would remain closed, while others would be opened. The risk condition applied to non-flying forces should be similarly evaluated.

d. Require reports to the Secretary of Defense on the changes of definitions and the positions opened to women as a result of these changes within 3 months of acceptance of this report.

2. Approve Navy's opening of VQ1/2 aircraft to women and request that the Military Departments open the following

positions to women: Navy Mobile Construction Battalions, Marine Corps Security Guard and Security Forces, and Air Force Red Horse and Aerial Port Squadrons.

3. Assure the Military Departments that, in order to maintain and protect readiness levels, all women serving in positions validated by the definitional changes described above will remain in those positions in the event of mobilization or other national emergencies.

SECTION III

CAREER DEVELOPMENT

The Task Force addressed the manner in which various Force Management policies may impact adversely on women's career development.

A. APPROACH

The laws concerning combat exclusion result in assignment and classification differences based on gender, which in turn may impact on career development of women. Many billets and organizations are closed to women, so as women progress through the officer and enlisted grades their experiences and their career development differs from that of men. The Task Force accepted that some differences are the unavoidable result of the combat exclusion laws.

It seems probable, however, that inhibitors not directly related to the combat exclusion laws might exist and might be corrected. The probable causes for those inhibitors were believed to be both social and organizational. The Task Force reviewed the issues raised in recent years to identify those that seemed most intractable, of particular urgency, or particularly deserving of note in this report as a means of moving toward solutions.

B. GENERAL FINDINGS

The recommended changes to combat exclusion policies, if approved and implemented, will have a significant impact on career progression and career development both for women officers and enlisted women. Some of the policies currently in effect that constrain career progression and career development might be modified as a result of various recommendations of this report and actions already being taken in the military Services. The timing could be particularly appropriate for other desirable changes driven by recent events, resulting from long-standing concern within the Services, or simply resulting from a new look and the discovery of areas needing attention.

The Task Force elected to focus on two areas which, if given appropriate attention by all Services, would bring positive results. One concerns the leadership development and assignment of women officers to key billets, the other addresses the integration of women who are assigned to the traditionally-male skill areas.

To take full advantage of changes that may result from the recommendations of this report and ongoing action within the Services, the Task Force believes that each of the Services should establish procedures that will result in women being assigned in greater numbers to positions of leadership and influence. Part of the long-term process of women being accepted in these roles as full contributing members of their organizations is an acceptance by men that women can lead. Pursuant to that end, the Services must ensure that the career progression patterns established for women officers include leadership and management development positions that will equip these officers with the skills necessary to lead and manage at the highest levels, in both joint and in-Service organizations.

The second area of interest focused on the optimum utilization of enlisted women across the full spectrum of occupational specialties. The historical role of women in each of the Services has been one of support type assignments in more traditional areas; i.e., administration, supply, medical, etc. In recent years, with the modification to statutory requirements and/or revisions to Service policies that opened many more non-traditional jobs to women, it was expected that women would seek to break new ground. While some women have taken advantage of expanded opportunities, the number of enlisted women who have volunteered for training and assignment in some non-traditional skill areas has been less than the available openings. There may be sociological explanations for this; nevertheless, the result has been a general imbalance in the percentages of women and men, compared to total end strength, across the traditional and non-traditional specialties. Career progression and promotion opportunity in some cases have already been affected. Of particular concern are about 1200 Navy enlisted billets on ships that are available to women but are currently filled by men.

Current and projected growth of the women in the Services and expanded opportunities in non-traditional skills make it highly desirable that more women be assigned to these non-traditional skills, which will require a major effort within the Services to integrate women more effectively into these specialties. While the problem is recognized by each Service, and professional management initiatives are underway to resolve it, particular emphasis must be paid to the task. Women should be made more aware of the career and promotional advantages for them in the non-traditional skill areas. They should be more actively encouraged to pursue careers in these areas. As more women come to understand and have confidence that they can make a real contribution to mission accomplishment in non-traditional skills, their acceptance by their peers will be widened.

Apart from the foregoing, each Service may need to modify recruiting procedures to encourage women to enlist for non-traditional specialties and to ensure that the women who are enlisted possess the aptitudes that will maximize their opportunity for success in these specialties. Service Secretaries and Service Chiefs' personal attention and commitment to continued integration and acceptance of enlisted women in non-traditional specialties will be essential for resolution of the problem.

C. RECOMMENDATIONS

Based on our review, the Task Force recommends that the Secretary of Defense take the following action:

1. Direct the Secretaries of the Military Departments to address the issue of women officer leadership development and key billet/command assignment, along with each Chief of Service, as a matter of priority.

2. Direct the Secretaries of the Military Departments to develop a comprehensive plan to integrate non-traditional skill areas with enlisted women, with explicit focus on recruiting and assignment policies. These plans should be submitted to the Assistant Secretary of Defense (Force Management & Personnel) for review.

Mrs. BYRON. Let me first talk about the combat exclusion proposals. The new risk rule for determining what positions should be open to women states, "noncombatant units can also be closed to women on grounds of risk of exposure to direct combat, hostile fire, or capture, provided that the type, degree, and duration of risk is equal to or greater than that experienced by associated combat units (of similar land, sea, or air type) in the same theaters of operation.

Could you give us some real-life examples of what that means? Do you think the risk rule will result in the closing of any support positions currently open to women?

Dr. ARMOR. No, it should not. Let me try to explain the reason for this rule. Actually, it is a formalization of a process that has taken place within the services. The problem occurred first, I think, within the Army when they made decisions on closing positions to women based strictly on whether or not the position was in a command unit, is it a combat unit, or not.

This resulted in the anomalous situation where women in certain kinds of units—the best examples are signal and intelligence units operating at the front line and, in some cases, in front of the front line—are exposed to the risks of becoming involved in direct combat, hostile fire, or capture that are not only as great as, but possibly greater than, the combat units operating at the same point.

What you have, then, is a situation where noncombat units would be side by side with combat units, and if there is a combat exclusion rationale, it seemed to the Army and certainly to the Task Force that it did not make much sense to close a strictly combat unit (e.g., infantry) to women but yet have opened to women an intelligence unit operating in the same vicinity as the combat unit.

The Army revised their policy back in 1983 by introducing the concept of geographic location. A similar kind of principle was applied recently by Secretary Webb in the Navy's review of the CLF. The logistics force ships are support vessels (ammunition, fuel and supplies) that have a variety of missions and travel as part of the task force or task organization.

Some of those ships, however, stay with the battle group. Therefore, they are exposed to the same degree and risk of combat as combat ships such as, destroyers, cruisers, and aircraft carriers. Others shuttle back and forth and are not exposed to the same risks of combat as the combat ships. So, this notion of risk is that if you are going to close combat units and particularly those that are in the front lines or in the midst of battle, we felt it was quite reasonable and consistent with the intent of Congress to close those units that are not strictly combatants, but that are involved in those same areas.

The problem was that we didn't have a formal rule stating that. So, I think that it led to some confusion, perhaps with the notion that only combat positions were closed. That wasn't reality, and we didn't think it should be. Therefore, we proposed a concept and a procedure to make it uniform across the services.

The equal to or greater than aspect of it simply says that if you are going to close noncombat units and positions which are not specifically sanctioned by the law, you should be able to demonstrate that the risks of those units and positions are essentially the same as the risks in combat units. So, we have drawn a nexus to combat, you might say.

We have a benchmark that the services can use to evaluate their positions, and we can develop more logical and consistent basis for closing those kinds of positions.

Mrs. **Byron**. As you know, this committee held hearings in the Far East in the November/December timeframe in Okinawa and in the Philippines. One of the issues that we were looking at was sexual harassment of women. What are your recommendations in the area of the policies for on-base entertainment to be changed to incorporate a more well-defined standard of good taste? Who would determine those standards of good taste? Who is going to be the one making those decisions?

I think there has been some fairly extensive discussion on scanty clad, nude dancing on base at the clubs, on board ship, and I think the personal definition of good taste for on-base entertainment is one thing that should be looked at fairly carefully.

Dr. **Armor**. Is that a question?

Mrs. **Byron**. That is a question.

Dr. **Armor**. OK. That was what we intended in our directive, which we are going to revise to insert more specific language concerning dress. It turns out that some of the services have more specific directives than the DOD directive. We are going to take some of the language that defines good taste, particularly in terms of dress, and embed that in our DOD directive.

Mrs. **Byron**. Frankly, I think some of us were very startled with the amount of sexual harassment that was cited in the DACOWITS report and many of us thought we had made some more progress. The various task forces, however, have confirmed there is really a fairly serious problem out there and DOD and service directives are the subject and for some time have been out there, but clearly they haven't been observed in many instances.

You have outlined a number of initiatives to improve the current procedure for reporting and following through on complaints. I commend you for that. Could you be a little bit more specific as to how you plan to follow through on implementing and monitoring the procedures over the long-term?

Time and time again we hear that you go up through the chain of command with a complaint and very frequently, it is the person that you have to complain to who is the one that is doing the harassing. That is a different scenario to follow.

How do we plan to follow through on monitoring in the long-term?

Dr. **Armor**. That is another one of the recommendations. The Services are asked to review their enforcement and back up procedures and report back to the Secretary with whatever changes they have to make. There are two important recommendations here. First is command emphasis. In an issue like this, it is critical that you start at the top of the chain of command.

We have had good statements from all the services on this, but I think it is a question of a continuing reaffirmation. We have asked the Secretary to meet with the Joint Chiefs of Staff to make this reaffirmation and also to endorse the specific recommendations in this report.

Second is the enforcement and backup system. The Task Force does agree that there are some circumstances where either in fact—as in the case of the SAFEGUARD—or in perception, the local chain of command is not responding to a problem. Perhaps there is some fear of going to the chain of command because of that perception. Therefore, we have asked the services to review their backup systems.

What do you do when the local chain of command may be part of the problem, or does not respond to a member? That question is what we have asked the services to answer. We have spelled out in the report a series of criteria that a formal back-up system should have. In most cases, the structures are in place. The Air Force has a Social Actions Program. The Army has an I.G. procedure. The Marine Corps and the Navy have the Commander's Mast procedures. It is not clear to us that all the enforcement and affirmation of those backups systems are in place. The services may have to make further specifications or make it clearer all the way down the chain of command that there are mechanisms to use whenever the local chain of command is not responding.

When the services finish their review of their backup systems, they are to report back to the Secretary for his final approval of what steps they have taken to make sure the systems work.

Mrs. **Byron**. Well, let me say that I met the other day with Mr. Lessey, the Chief of the Selective service, and we were talking about basic numbers, looking down into the 1990's for our pool for our military and the basic numbers are not very attractive to draw into the quality and the caliber of young people that we are getting today.

As I have said, on numerous occasions, there are a large number of women within the military. That large number of women are going to be staying in the military and, therefore, we are going to have to make sure that when there are complaints and there are blatant violations of what we find is good taste, that they are going to have to be dealt with.

Because the numbers are there in the long-term and the people we have in the service now, we want to make sure that the good ones stay. I think this panel is saying to you some of the things we have seen are not going to be tolerated in the future. Mr. Bateman?

Mr. **Bateman**. Thank you, Madam Chairman.

Dr. Armor, welcome again. In your statement you made reference to the consistency problem and in a context where you say similar units or positions are open to women in one service, but closed in another. Do you feel that you really do much to advance the inquiry in terms of consistency based upon whether some unit in one service does the same thing or has the same rules as in another service, bearing in mind the difference in the mission and function and the operational deployment circumstances that vary dramatically from one service to another?

How much does that really help you?

Dr. **Armor**. I agree 100 percent because we looked at 19 areas to start with that superficially appeared to be similar. The Task

Force, in reviewing them, found only seven that it wanted to pursue further. I think the reason it is important in the abstract is that if women, for example, can fly purely reconnaisance aircraft not engaged in a battlefield situation in the Air Force, but they cannot fly similar, purely reconnaissance aircraft in the Navy, the question is why?

What is the reason, since the aircraft are not ostensibly combat aircraft? They do not engage an enemy with the intent to destroy. Purely reconnaissance aircraft are open in one Service, closed in another. What is the rationale for that. You can say our definitions are different, but I think when you start analyzing the mission and look at that mission as purely reconnaissance, they are not in a battlefield situation. It is hard for us to see why. Either the Air Force is in conflict with its statute, which says you can't open combat aircraft to women, or the Navy is in conflict with its statute.

How do you use the statutes which are basically the same and justify opening an area in one service and closing it in the other? That is why we think consistency is important. Another area has come up in the heavy engineering area. That is what led to our recommendations in the Air Force Red Horse Squadron and the Navy Seabees. The Navy Seabees are still an issue because they are deployed quite differently than the Army heavy engineers, and the Secretary has asked for further review of them.

But I think the concept is simply to develop a position that we can articulate to women, as we recruit them, that there is a coherency in our policies. If we find an inconsistency, that concerns us.

Mr. BATEMAN. I asked the question in order to give you an opportunity to tell me and anyone else that you weren't just looking at labels as you approached the abstract notion of consistency, which no one can dispute is valid, but that you are looking really at the functions beyond just a label that may go to a given assignment.

Dr. ARMOR. Yes.

Mr. BATEMAN. Naval Mobile Construction Battalions, that translates into what I always thought of as Seabees?

Dr. ARMOR. Yes.

Mr. BATEMAN. Your statement indicates that the jury, so to speak, is still out with reference to Marine Corps Security Forces. Do you want to comment on that?

Dr. ARMOR. Yes. The complication in Security Forces is that there are several kinds of companies within Security Forces, some of which—to be specific, the FAST companies, which are anti-terrorist Teams—would appear to meet all the criteria for closing a combat type unit. There are also the barracks companies, which were formally called Marine barracks companies, that perform guard duty for various kinds of facilities such as nuclear storage sites and other special weapons areas, both in CONUS and overseas. Those kinds of functions are open to women in the Air Force and in the Army, but they are closed in the Marine Corps.

But the problem is that the term, "Security Forces," applies to all of these companies. Because of that complication, the Secretary has asked for further study to see if we can sort out which kinds of units may be opened according to the combat laws, and which should not be opened.

Mr. **Bateman**. Under existing policies in any of the services, if some unit or function such as, for instance, Marine Corps Security Forces, is not included as an eligible assignment for women, does that include any and all supportive administrative positions within such units, or is it just a general comprehensive no women because this unit's operational function is inconsistent?

Dr. **Armor**. No. In fact in the security guards, embassy guards, and the security forces, women are eligible at the present time for headquarters positions at the battalion level.

Mr. **Bateman**. I am glad that point was made, because I am not sure it is generally understood.

Mr. **Armor**. That is not understood, and there has been confusion on that; but women are not assigned currently as embassy guards. That has been a contentious issue, and the Marine Corps has agreed with that recommendation to assign women, not just to the headquarters, but to specific embassies because it is a guard duty and not specifically combat duty. But we still have a problem in Security Forces because there are two different kinds of units within the Security Forces.

Women are not now assigned to any guard detachment, just headquarters. Some of those detachments are combat type units; some are not.

Mrs. **Byron**. Yield for a question on that?

Mr. **Bateman**. Yes.

Mrs. **Byron**. Last Sunday, I met with the Marine security guards in Managua, six of them, and their gunny and I had a little mini hearing of my own with several other members of this committee. In the course of discussing their duty station and looking at their quarters and etc. I brought up the possibility of some legislation that I had to put women in the Marine security guard.

I don't need to tell you the reaction that I got. It was fairly dramatic and fairly conclusive that as far as those few good men were concerned, they could handle it very well. I told them we would be having hearings on the issues, and I would expect them to be interested in the outset of the hearings.

Mr. **Bateman**. Madam Chairman, if I might resume and be indulged for a moment, there is a concern there that it approaches, shall we say, the fairness element of what we are talking about and that is we want to be totally fair to women in the military. I don't think we can be unfair to the men in the military. If you approach the Marine embassies security guard function in a context where women can do it, but only at certain places, then sometimes you have overburdened the men for all of the most undesirable stations and being posted there longer than they might otherwise be posted because a part of the Marine Security Guard Force, who are women, can't go to certain places.

I think that has to be watched very carefully if you are going to implement a change in what has been the policy. That is not a question. That is just editorial comment.

Mrs. **Byron**. Do you want my response? Mr. Pickett.

Mr. **Pickett**. Thank you, Madam Chairman. Dr. Armor, has the Department set quotas for women in the various services or have the services done this in response to your request?

Dr. **Armor**. No. There are no specific numbers or quotas. There never have been, and we are not proposing specific quotas.

Mr. **Pickett**. How are the number of women in the service branches determined? Strictly on the basis of those willing to enlist?

Dr. **Armor**. That and eligibility. With the combat closures and depending on the service, there are large segments that are not open to women and that does present some career restrictions. As long as we have those statutes, I am sure there will be many women who will not choose to come in the military.

Mr. **Pickett**. Are there adequate positions in the service to accommodate those women who are seeking a career in the military?

Dr. **Armor**. Generally speaking, I believe so.

Mr. **Pickett**. Are there any data available to show whether more are willing to volunteer than are being taken because there are not sufficient positions for them to have?

Dr. **Armor**. I don't have that information. I can certainly get information for you on that. But that wasn't the topic of our Task Force. I will provide you with that information if we have any.

Mr. **Pickett**. Thank you.

[The following question was received for the record:]

WOMEN IN THE MILITARY

QUESTION: Are there any data available to show whether more women are willing to volunteer than are being taken because there are not sufficient positions for them to have?

ANSWER: We have data that suggest this is not a problem. Each year, the Department surveys attitudes of a nationally representative sample of young men and women toward serving in the military. Called the Youth Attitude Tracking Study (YATS), this survey measures the degree of interest in enlisting (propensity). Its results have proven to be a valid predictor of actual enlistment behavior over the years, with high or low levels of propensity showing a direct relationship to periods of good or bad recruiting. The 1987 YATS reports that while 32 percent of the males sampled indicated a positive propensity to enlist, only 15 percent of the young women indicated such an interest. In addition, for those women who qualified on the enlistment test but did not enlist, only 1 percent indicated unavailability of the job they wanted as the reason for not entering service. With 61 percent of the military positions open to women, there appear to be many more positions available than there are women willing to complete the enlistment process. Consequently, Service selection constraints do not appear to be a major factor in the decisions of those women who talk to recruiters, but do not subsequently enlist.

Mr. **Pickett**. That is all I have.

Mrs. **Schroeder**. (Presiding.) Thank you. Mr. Kyl.

Mr. **Kyl**. I would like to get back to the Marine security problem. We took a lot of testimony and now I am confused as to whether it was in my other subcommittee on investigations or this subcommittee, but I think it was here regarding the problems of the Moscow embassies and so on, and went into great detail about the psychological profile of the kind of people we want to guard the embassies, particularly in these very critical and in some respects dangerous posts.

What has been the rationale, if you can, of the Marine Corps with respect to the policy of not up to now assigning women to any of the Marine security guard posts?

Dr. **Armor**. Well, I will let the Marine Corps elaborate--General Hudson, when he gets up here.

Mr. **Kyl**. My problem is I am going to have to go in about 10 minutes, so any light you can shed on it will be helpful. I will get the rest of it later.

Dr. **Armor**. Basically, this is sort of the risk threshold issue. It is viewed as a position that can expose a guard to significant risk and danger. It may not be a combat assignment, but they view it as risky. There are also cultural issues. In some countries a woman might not be viewed as an authority figure and might not be effective in exercising authority or stopping someone from entering. In addition there are facility issues which I think are reasonable. In a situation where you have three or four guards and they are living in one room and bunking in the same area, that may not be an appropriate place to assign women. That is basically a fair assessment of why the Marines have kept it closed. A variety of factors go into it. In all fairness to the Marine Corps, what we are formulating here is a new concept; we are trying to apply a fairly strict interpretation of the combat exclusion and a notion of risk that is fairly uniform.

Because guard duty is generally considered not to have the same risk as combat, it is open in other Services. It is open in the Army and the Air Force.

Mr. **Kyl**. As I understand it, the suggestion is that from now on—the Task Force, not the Secretary—the only criterion should be this risk factor relating to combat; is that right?

Dr. **Armor**. That is the prime area. There may be some other considerations. There are some unusual situations where, for example, a certain occupation may not itself be combat, but you have to qualify for it by going through training, or having time in a combat job. There are some other idiosyncratic examples where there are some other closures, but basically our intent here is to develop this one rationale, building a nexus to combat, and applying that throughout.

Mr. **Kyl**. I simply want to make this observation. It has less to do with gender than it does other factors. My recollection of the testimony before us regarding the Marine security detachments was that there are a lot of rare unique factors that go into the selection of the kind of person that you want to guard those embassies, and there were all kinds of suggestions from Members of Congress about how well—these ought to be older people. They ought to be married people. They ought to be all different kinds of profiles.

The testimony before us was basically that they had analyzed all of these different criteria, different factors and finally concluded when all was said and done, the kind of people they were assigning were probably the best for that particular task.

I would just hope that out of fairness to both the men and women and for the best security of the country, which is the Number 1 criteria here, that the selection process can remain a sophisticated and not blunt instrument; that where there is a necessity to consider other factors than merely whether or not this is like combat, that will be permitted and that the sensitivity to unique issues that confront, for example, certain kinds of embassies guard duties, will continue to be taken into account.

I hope the Secretary does that in his evaluation of the Task Force recommendation on the Marine Security Forces.

Dr. **Armor**. That is a reasonable proposal. We certainly are not intending to change any criteria that the Marine Corps uses now for that selection except one, which is gender.

Mr. **Kyl**. Now, I guess it is Mr. Chairman, again.

Mr. **Montgomery**. (Presiding.) I apologize to my colleagues and witnesses, but I said a prayer for you at the National Prayer Breakfast.

Mr. **Kyl**. We thank you for that, Mr. Chairman. May I extend my apologizes in advance for having to leave here in just a few moments? I read some of the material. I will read the rest of it, and be anxious to speak with you and to follow this issue very closely. Thank you.

Mr. **Montgomery**. Mrs. Schroeder?

Mrs. **Schroeder**. I just want to thank you for being here. I have to also run to he floor for a few minutes in a bit, but I will be back. I apologize for how crazy this morning is. Everything is trying to be crammed in before noon. But let me just say one of the things—this all sounds wonderful and all sounds very sane, but I think what we can't measure in this hearing is what kind of aggressiveness we are going to have out of the Secretary of Defense on these issues, because I know, for example, with sexual harassment I remember chaplains and different base commanders telling me that the problem was if they reported incidents on their base, then it went on their record that they were not running the base well.

So the incentive was to cover it up and not to deal with it. So I guess what I am saying is how do we turn these incentives around so that a person is not penalized for coming out front and dealing with sexual harassment on the base rather than trying to insist that no such thing happens?

I think it is the same thing with trying to determine exactly what role women can have. There is so much that is out there in our culture that we just take as assumptions without really testing, and I know I was amazed in Europe as we heard that women could not be Marine embassies guards. But a lot of our four stars were being protected by women driving around in the cars and so forth, which I thought was interesting that you could play one role, but not the other.

How do you make sure that we are really testing the notions that are just floating around out there as assumptions, and how do you turn around the incentive so the incentive is really to clean up any remaining sexual harassment that might be out there?

Dr. **Armor**. As I said earlier, I think the key to all this—and I think the Services feel this way—is in fact the command, the leadership, and the affirmation by the leadership. As in any human relations problem, the chain of command has to make it clear what our policy is and that violations will not be tolerated.

I think that is true, not just in the military, but in any part of our society dealing with this kind of problem. It stems from attitudes and views that exist in our society, and in a sense our military is a microcosm. To deal with that kind of thing one has to be vigilant and have commitment by top leadership.

There may be cases where a local commander might be a part of the problem or may not be dealing with a complaint.

That is the reason we have emphasized that all the services need a formal backup system to deal with such situations, and that a formal backup system has to be well publicized. It has to be made known that one will not receive retribution if one uses that backup system.

There are mechanisms for getting beyond the local commander if necessary. The Air Force has social actions and the Army has an I.G. system. So, there are formal mechanisms for solving that problem when the commander may be involved, but we want reaffirmation of those mechanisms to make sure they are in place and that members know about them and can use them.

Mrs. **Schroeder**. What happens if the commander is not involved, but let's say someone makes an allegation of sexual harassment and it goes through the normal processes on the base and they decide that there is no sexual harassment, but there really is?

The idea is we don't want this going on because it gives the base a bad name. Is there an appeal from that?

Dr. **Armor**. All the services have appeal processes to command levels beyond the base. You can go beyond the local installation commander, if necessary.

Mrs. **Schroeder**. People are well aware of that process?

Dr. **Armor**. That is what we are asking. We are making sure people are aware of that system and what those mechanisms are. This is where we have focused our recommendation. I think we need an examination of those procedures to make sure they do work to accomplish what you are talking about. If they are not in place now, we are asking the services to make sure there is something like that in place, and that it is well-known.

Mrs. **Schroeder**. Thank you.

Mr. **Montgomery**. Thank you, Mrs. Schroeder.

Mr. Skelton?

Mr. **Skelton**. I don't have any questions.

Mr. **Montgomery**. Any further questions from the panel?

Mr. **Bateman**. No.

Mr. **Montgomery**. Thank you, Dr. Armor, for being here this morning. We will have our next—staff, do you have any?

We may submit questions in writing for the record. Thank you very much.

Dr. Armor. Thank you.

Mr. Montgomery. Will our next panel please come forward. Without objection, your full statements will be put in the record. We would like to hear from each member on our panel here. I guess, General Hickey, just to simplify it, we will start with you and move across.

STATEMENT OF LT. GEN. THOMAS J. HICKEY, USAF, DEPUTY CHIEF OF STAFF FOR PERSONNEL

General Hickey. Thank you, Mr. Chairman. I will try and keep it simple. It is a pleasure for me to appear before such a committee and for such a worthwhile cause today. I would like to skip the entirety of my remarks. I would like to, however, read a short statement from the Secretary of the Air Force, Mr. Edward C. Aldridge, Jr., if I might.

"Among all our Air Force priorities, Air Force people, military and civilian, are a critical factor and are the cornerstone of our war fighting capability. Within this context, women contribute immeasurably to the Air Force mission. In fact, the Air Force has a higher representation of women than any other Service and these women will play an even greater role in the future. The only limit imposed on a woman's career today is that required by the combat exclusion policy.

Of course, the increased number of women in the workplace has raised some of the same problems as in the civilian sector—cases of sexual harassment. The Air Force has worked hard to eliminate this problem by educating our people to be sensitive to all forms of sexual harassment and its negative impact on Air Force members.

We are integrating that education into all aspects of human relations education from accession training through the various levels of professional military education. In fact, our education effort and prevention programs were recently cited by the Defense Advisory Committee on Women in the services as "particularly impressive."

We are also concerned about the pressures and conflicts faced by Air Force spouses. Air Force Chief of Staff General Larry Welch and I established a flag-level, blue-ribbon panel to address this issue. The panel's charter was to objectively examine issues concerning the career plans and work aspirations of Air Force spouses and to identify the extent and causes of pressure and conflict between their employment and participation in the Air Force community.

Although the panel found some instances of pressure associated with spouse participation, the Air Force clearly does not condone such activity. We are committed to ensuring that spousal participation is absolutely voluntary, and vigorous action will be initiated to eliminate any element of coercion on spouse activities and to actively support the range of aspirations of Air Force spouses.

We will focus on the fact that career success is based on evaluation of the performance of military members in their assigned roles, not on evaluation of the activities of their spouses. The Air Force, as an institution, provides rich opportunities for spouses to contribute in a truly voluntary manner. We need that participation and we believe that our people will continue to step forward and participate in programs that are compatible with their aspirations for employment or other areas of interest.

We are fully committed to providing women the best environment possible in the Air Force, whether as a military or civilian employee or as a spouse. We have opened more jobs to women. We will not tolerate sexual harassment, and we support the voluntary decision of spouses to work inside or outside the home."

Sir, that concludes the Secretary's remarks and mine. I look forward to answering your questions.

Mr. MONTGOMERY. Thank you very much, General. General Ono.

[The prepared statement of General Hickey follows:]

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO

HOUSE COMMITTEE ON ARMED FORCES

SUBCOMMITTEE ON MILITARY PERSONNEL AND COMPENSATION

SUBJECT: WOMEN IN THE MILITARY

FEBRUARY 4, 1987

STATEMENT OF: LIEUTENANT GENERAL THOMAS J. HICKEY, USAF
DEPUTY CHIEF OF STAFF, PERSONNEL

Madam Chairman and members of the committee, I am pleased to appear before you to discuss the role of women in the Air Force. The Air Force is proud of the contributions women have made in the defense of our country, and we are committed to providing women the fullest possible opportunity permitted by the combat exclusion law, and the logical interpretation and application of that law.

We believe our record of providing equal opportunity, within the constraints of the law, speaks for itself. Since the repeal in 1966 of the limit on the number of women allowed in the Air Force, their number has continued to grow, along with the duties they perform. In 1963 women could constitute no more than two percent of our strength - they now represent nearly 13% of the Air Force, the highest representation in any of the Services. Furthermore, in FY 1988 one out of every five new recruits will be a woman -- likewise the highest rate among the Armed Services. When I began my Air Force career the highest grade to which women could aspire was lieutenant colonel, and their career opportunities were confined to the "traditional" women's jobs. Now, of course, we have women who have been promoted to general officer.

Women now serve in all officer career fields and in all but four enlisted specialties: combat control; tactical air command and control; aerial gunner; and pararescue/recovery. While we do exclude women from some specific combat-related positions within otherwise open career fields and specialties, today these amount to only three percent of the authorized positions in the Air Force being closed to women.

Our recognition of the contributions women can make is not a recent phenomena of the 1980s. Just as the Air Force was a leader in advancing the opportunities of blacks and other minorities, we are on the leading edge in expanding opportunities for women. The following is a short summary of the things we have done in the last twelve years to better utilize the talents women bring to the United States Air Force. In 1977, the first women completed pilot and navigator training. Since that time they have repeatedly demonstrated their capabilities to fly virtually every aircraft in the Air Force inventory, from supersonic T-38 jet trainers to the world's largest aircraft, the C-5. Women aircrew members participated in the Grenada rescue operation as well as the raid on Libya.

Instead of the so called "traditional" duties, women now serve in a wide variety of non-traditional specialties, and not in just token numbers. For example, there are twice as many women in aircraft systems maintenance as there are women dental assistants. Also in 1977, women became combat crew members in the Titan missile system. They have since transitioned into the Minuteman and Ground Launched Cruise Missile systems. In 1984, women were assigned to the Airborne Warning and Control System (AWACS) for the first time. Two years later they became aircrew members on the KC-10 air refueling aircraft. The security specialty was opened to women in 1984 and in 1986 the RC-135 reconnaissance aircraft, as well as two electronic countermeasure EC-130 aircraft, were opened to women.

Finally, since its inception as a separate service in 1947, the Air Force has totally integrated women into all selection programs, competing along side their male counterparts for promotion, regular augmentation, professional military education and the like.

We believe that all of this serves to demonstrate our commitment to women as full-fledged members of the Air Force team.

At this point, I would like to read into the record a statement from Secretary of the Air Force Aldridge.

STATEMENT BY THE SECRETARY OF THE AIR FORCE

Among all our Air Force priorities, Air Force people, military and civilian, are a critical factor and are the cornerstone of our war fighting capability. Within this context, women contribute immeasurably to the Air Force mission. In fact, the Air Force has a higher representation of women than any other service and these women will play an even greater role in the future. The only limit imposed on a woman's career today is that required by our combat exclusion policy, which is predicated on Federal statute.

Of course, the increased number of women in the workplace has raised some of the same problems as in the civilian sector -- cases of sexual harassment. The Air Force has worked hard to eliminate this problem by educating our people to be sensitive to all forms of sexual harassment and its negative impact on Air Force members. We are integrating that education into all aspects of human relations education from accession training through the various levels of professional military education. In fact, our education effort and prevention programs were recently cited by the Defense Advisory Committee on Women in the Services as "particularly impressive."

We are also concerned about the pressures and conflicts faced by Air Force spouses. Air Force Chief of Staff General Larry Welch and I established a flag-level, blue-ribbon panel to address this issue. The panel's charter was to objectively examine issues concerning the career plans and work aspirations of Air Force spouses and to identify the extent and causes of pressure and conflict between their employment and participation in the Air Force community. Although the panel found some instances of pressure associated with spouse participation, the Air Force clearly does not condone such activity. We are committed to ensuring that spousal participation is absolutely voluntary, and vigorous action will be initiated to eliminate any element of coercion on spouse activities and to actively support the range of aspirations of Air Force spouses. We will focus on the fact that career success is based on evaluation of the performance of military members in their assigned roles, not on evaluation of the activities of their spouses. The Air Force, as an institution, provides rich opportunities for spouses to contribute in a truly voluntary manner. We need that participation and we believe that our people will continue to step forward and participate in programs that are compatible with their aspirations for employment or other areas of interest.

We are fully committed to providing women the best environment possible in the Air Force, whether as a military or civilian employee or as a spouse. We have opened more jobs to women, we will not tolerate sexual harassment, and we support the voluntary decision of spouses to work inside or outside the home.

Madam Chairman and members of the Committee--this concludes my prepared remarks and those of the Secretary.

STATEMENT OF LT. GEN. ALLEN K. ONO, USA, DEPUTY CHIEF OF STAFF FOR PERSONNEL

General Ono. Good morning, Madam Chairman. I am Lieutenant General Ono, the Deputy Chief of Staff for Personnel. I have had five assignments in recruiting, most recently as the Commander of your Recruiting Command. The reason I mention this is to reinforce my experiences with young men and women throughout America. I have been in their high schools and their homes. I have observed them at recruiting stations, training bases and working with their units. Our soldiers today are bright and eager. They are working all over the world, performing their military duties with pride and competence.

Women have been a significant and integral part of the Army. Today women constitute 10.8 percent of our overall active force and the number and types of jobs available to women continue to expand. Active Army female end strength is projected to rise to 86,700 in fiscal year 1988. Women are authorized to serve in all but 50 of the 368 enlisted Military Occupational Specialities. For commissioned officers, 198 of 207 specialties are open and 70 of 77 warrant officer specialties are available.

Army policy is intended to open to women all jobs except those having the highest probability of routinely engaging in direct combat. The Direct Combat Probability Coding System, DCPC, introduced in 1983, ascribes to each Army position an assessment of the probability of that soldier routinely participating in direct combat.

Our coding is based on four criteria: One, the duty of the jobs; two, units mission; three, tactical doctrine; and, fourth, the location on the battlefield. Jobs are assigned a code, P-1 through P-7, P-1 representing the highest probability of engaging in direct combat and P-7 the lowest.

The Army recognizes that soldiering is inherently dangerous and in the event of hostility, female soldiers will remain in their units and will continue to perform their assigned duties. In regard to L-3798, we have no objection to it using our forward support battalions as the test.

These battalions are part of combat divisions and are located forward of the combat brigade rear boundary. These provided direct support to our combat forces, meeting all the requirements of the test proposed in the bill. There are 28 forward support battalions in the active force. About 12,000 officers, warrant officers and enlisted soldiers are authorized in the 28 battalions.

We have today 2,000 females assigned and serving in all categories—officer, warrant officer and enlisted. This composition makes these battalions a true test of the objectives that are ascribed in the bill.

The forward support battalions provided an added dimension in that they are in our reserve components, as well, and it does provide a test that involves the total Army, the active, the Army Reserve and the Army National Guard.

Thank you.

[The prepared statement of General Ono follows:]

STATEMENT OF
LIEUTENANT GENERAL ALLEN K. ONO, U. S. ARMY
DEPUTY CHIEF OF STAFF
FOR
PERSONNEL
BEFORE THE
MILITARY PERSONNEL AND COMPENSATION SUBCOMMITTEE
OF THE
HOUSE ARMED SERVICES COMMITTEE
4 FEBRUARY 1988
ON
WOMEN IN THE MILITARY

Madam Chairwoman and Members of the Subcommittee:

I am Lieutenant General Ono, the Deputy Chief of Staff for Personnel, Department of the Army.

I am pleased to present an update on women in the Army and to discuss the Army's position on the 2 year test program described in the bill before us today.

I have had five assignments in recruiting, most recently as the Commander of your Recruiting Command. The reason I mention this is to reinforce my experiences with young men and women throughout America. I have been in their high schools and their homes. I have observed them at recruiting stations, training bases and working with their units. Our soldiers today are bright and eager. They are working all over the world, performing their military duties with pride and competence.

Women have been a significant and integral part of the Army. Today women constitute 10.8% of our overall active force and the number and types of jobs available to women continue to expand. Active Army female end strength is projected to rise from an FY 83 level of 76,200 to 86,700 in FY 88. Women are authorized to serve in all but 50 of the 368 enlisted Military Occupational Specialties. For commissioned officers, 198 of 207 specialties are open and 70 of 77 warrant officer specialties are available.

Of the approximately 677,000 personnel positions in the Army today, women can be assigned to 58% or 395 thousand of those positions.

Title 10 of the U. S. Code gives the Secretary of the Army the authority to prescribe assignment policies for all soldiers. Because the Women's Army Corps existed since 1942 as a separate entity and had its own exclusions, Congress had no need to include the Army when it passed combat exclusion laws for the Air Force and Navy. The disestablishment of the Women's Army Corps in 1978 and the pending integration of women into the mainstream of the Army, caused the Army to develop policy based on interpretation of the intent of Congress as reflected in the Air Force and Navy statutes.

Army policy is intended to open to women all jobs except those having the highest probability of routinely engaging in direct combat. The Direct Combat Probability Coding system, introduced in 1983, ascribes to each Army position an assessment of the probability of that soldier routinely participating in direct combat. The Army defines direct combat as engaging an enemy with individual or crew-served weapons while being exposed to direct enemy fire, a high probability of direct physical contact with the enemy, and a substantial risk of capture. Direct combat occurs while closing with the enemy in order to destroy or capture, or while repelling assault by fire, close combat, or counterattack. Our coding is based on an analysis of four criteria: the duties of the job specialty, the unit's mission, tactical doctrine, and location on the battlefield. Jobs are assigned a code, P1 through P7. P1 represents the highest probability of engaging in direct combat and P7 the lowest. the Army policy is that Women ~~are~~ not be assigned to P1 positions. Army policy recognizes that the modern battlefield is fluid and lethal and that all soldiers, male and female, will be exposed to the threat of injury or death throughout the theater of operations. The Army recognizes that soldiering is inherently dangerous. In the event of hostilities female soldiers will remain with their units and continue to perform their assigned duties.

AS AMENDED

In November 1986, the Army concluded a review of policy concerning the utilization of women. The review validated the Army policy of Direct Combat Probability Coding (DCPC) as a sound methodology for determining positions in which women may serve.

The Secretary of the Army reaffirmed that DCPC appropriately interprets current Congressional intent as expressed in statutes affecting the Air Force and Navy. The policy and its assignment rules undergo constant review. About a year ago, almost 12,000 positions were opened to the assignment of women in the Forward Support Battalions of our combat divisions. These battalions have, as their primary mission, the direct support of combat units. There are over 2,000 women assigned to 28 of these battalions in the active Army today. This Army initiative, accomplished little over a year ago, will provide an excellent test bed to develop the definitive information the bill seeks.

DCPC has served the Army well since its implementation over three years ago. It is a policy capable of evolving as doctrine and force structure change. It provides a logical and responsive methodology for determining positions in which Army women may serve. The Army can accomplish its mission and, at the same time, provide maximum opportunity for women.

Thank you for the opportunity to appear before the Committee today.

Mrs. Byron. Thank you, General Ono.

Admiral Edney

STATEMENT OF VICE ADM. L. A. EDNEY, USN, DEPUTY CHIEF OF NAVAL OPERATIONS, MANPOWER, PERSONNEL AND TRAINING

Admiral Edney. Good morning, Madam Chairman. I am Vice Adm. Bud Edney, Chief of Naval Personnel, and I have submitted a written statement. I would like to briefly highlight the major points in that statement this morning.

As you are aware, we have recently completed a study on the status of women in the Navy. This study provides, in my judgment, a valuable and timely discussion of the progress of women in our Navy.

It is the most detailed, comprehensive and straightforward treatise to date on all associated women's issues. Implementation of its major recommendations will significantly increase in a very positive manner opportunities for our Navy women who serve on ships and aircraft while continuing to improve their professional career development.

The Navy leadership feels very confident and positive about the course we are steering.

By way of background, during Secretary Webb's confirmation hearings last spring he stated quite clearly that he supported the full assimilation of women short of combat assignments in the Navy. He concluded early on that the Navy needed a comprehensive assessment of our progress in the full utilization of women and the adequacy of current related policies and programs. His observations, augmented by last summer's DACOWITS report of their trip to the Western Pacific, led Secretary Webb to direct the conduct of this study.

To meet Secretary Webb's tasking, a select group of officer and senior enlisted personnel, led by a flag-level panel, was assembled. Study group members received briefings and thoroughly reviewed all policies and programs known to affect Navy women. They visited ships, squadrons, and shore commands in the Continental United States, as well as European and Pacific commands overseas.

They conducted over 150 interviews with over 2,500 Naval personnel stationed in ten geographic areas worldwide. The group provided recommendations to ensure the maximum assimilation of women, within the limits of the combat exclusion law, and to provide the proper environment and quality of life for them. Their effort was completed and results presented to Secretary Webb the 14th of December, 1987.

The study gave us an excellent historical, and factual perspective: During the past 15 years there has been steady and significant progress in assimilating a large number of women into what historically has been a predominately male organization.

The number of women in the Navy increased from about 9,000 in 1972 to more than 54,000 today.

The study showed women are succeeding and that policies are evolving to keep pace with the growing number of women, to address their expectations, and advancement opportunities. The number of senior women in both the enlisted and officer ranks is increasing as are the responsibilities assigned to women.

Navy women are making significant contributions at sea and ashore around the world.

Notwithstanding this progress, the report clearly reveals that more remains to be done. The signal is Navy leadership needs to be more attuned to women's issues. We need to place greater emphasis on advancement opportunities, attracting women to non-traditional ratings, zero toleration of sexual harassment, establishing clearer guidelines on fraternization, improving quality of life, and creating a more positive attitude toward women that recognizes the significance of their contributions to the Navy.

An executive summary of the study's findings and recommendations, as well as the entire report, has been made available for your review. The major recommendations include:

Revise the Navy's definition of combat mission; assign Navy women to selected ships of the combat logistics force ships—oilers, store ships, and ammunition ships;

Assign Navy women to the air crew of fleet air reconnaissance squadrons shore based aircraft;

Improve career progression opportunities for general detail (non-rated, non-designated) women by recruiting to the Navy's occupational skills needs, establishing new rating entry procedures, and expanding "A" school opportunities to place women more rapidly into specific career paths;

Revise sea/shore rotation policy to increase numbers of women at sea while considering related issues of rating inventory development, advancement and sea/shore billet allocations;

Assign women permanently to key personnel policy-making positions;

Reduce incidence of sexual harassment within the Navy by a clear statement from Naval leadership that this behavior is unacceptable;

Promulgate Navy policy on fraternization;

Improve quality of life by continuing efforts to improve Navy medical care, especially active duty OB/GYN care and Navy child care programs.

The study's recommendations have the support of the Navy warfare sponsors, the Chief of Naval Operations and the Secretary of the Navy. The Secretary of the Navy has approved the major recommendations and directed their implementation. We've already begun.

With regard to the AO, AFS and AE class ships, we are moving ahead in a measured pace. An implementation group, headed by the senior surface warfare flag and myself and with fleet commanders representation met this week to develop a plan to assign women to the combat logistics forces. We expect to complete the plan by July with assignment of women to begin this fall. Surface warfare officer accession goals for women have been increased by 50 percent this fiscal year.

Just last week at the U.S. Naval Academy, 12 women opted for careers in the surface warfare community, with their initial assignments to be aboard the newly opened CLF ships. We also have begun recruiting women for sea intensive ratings.

The assignment of women to the air crew of fleet air reconnaissance squadrons in the EP-3 aircraft is expected to occur this spring. In another important aviation milestone, one of our first women pilot selected to command a squadron will begin her tour late this fall and an additional woman was selected for aviation command on the most recent list.

Clearly, we are committed to ensuring the success of these initiatives. Together they incorporate the principal Navy provisions of H.R. 3798.

We also have actions underway on other major study recommendations:

Recruiting and personnel policies are being revised to increase advancement opportunity for non-rated, non-designated enlisted women in non-traditional ratings. An advancement plan is being developed that supports a balanced enlisted sea/shore rotation policy and equitable promotion opportunities.

Career opportunities for women officers will be improved through increased and varied assignment at sea in the unrestricted line, restricted line and staff Corps communities.

The study also reported that both fraternization and sexual harassment were viewed as problems Navy-wide. Sexual harassment in any form will not be tolerated. Vigorous actions are being directed to expand training and education, to improve grievance reporting procedures, to enhance counseling, and to focus attention on this issue during inspections. Also, clearer policies are being developed regarding fraternization.

The study contained a number of important quality of life recommendations affecting women in the Navy and identified proper medical care for women as an area of particular concern. The Navy Surgeon General's initiatives to provide the required medical care for all Navy active duty dependents and retired personnel include efforts to improve care for women by increasing the numbers of OB/GYN specialists. This issue will be given high priority. Other quality of life issues important to the morale and welfare of our Navy men and women are being pursued.

In conclusion, we feel the study has documented our significant achievements, pointed out our shortcomings with specific areas of concern, and provided us with a road map for improving our utilization of women along with improving their quality of life. We also believe that by these improvements we are enhancing the total Navy. Women are an integral part of our service. We are committed and serious about moving forward and building on our record of accomplishments for assimilating women in the Navy.

Madam Chairman, I appreciate the opportunity to outline the results of the study. I will be glad to answer any questions that you or other members of the committee might have. I welcome the opportunity to respond to your questions. I appreciate the opportunity to be before you today.

[The prepared statement of Admiral Edney follows:]

STATEMENT OF

VICE ADMIRAL LEON A. EDNEY, U. S. NAVY

DEPUTY CHIEF OF NAVAL OPERATIONS

FOR

MANPOWER, PERSONNEL AND TRAINING

AND

CHIEF OF NAVAL PERSONNEL

BEFORE THE

MILITARY PERSONNEL AND COMPENSATION SUBCOMMITTEE

OF THE

HOUSE ARMED SERVICES COMMITTEE

04 FEB 1988

ON

WOMEN IN THE MILITARY

Madam Chairman and distinguished members of the Subcommittee, it is my privilege to appear before you in my capacity as the Deputy Chief of Naval Operations for Manpower, Personnel and Training, and the Chief of Naval Personnel.

My statement summarizes the results of the Navy Study Group's Report on Progress of Women in the Navy and our plan to implement its recommendations. It also discusses my thoughts on H.R. 3798.

Progress of Women in the Navy Study

During confirmation hearings last spring, Secretary of the Navy, James Webb stated clearly that he supported the full assimilation of women in nontraditional career fields short of combat assignments in the Navy. This position is consistent with the law and Administration policy. Given this commitment to these issues and based on his observations and discussions with personnel during fleet visits, Secretary Webb concluded early on that the Navy needed a comprehensive assessment of our progress in the full utilization of women, as well as the adequacy of current policies and programs relating to their service. The preliminary findings of the Defense Advisory Committee on Women in the Services, following an orientation trip to the Western Pacific last August, reinforced this concern and indicated the need for special focus on many of the complex issues relating to women in the Navy.

As a result, in September of last year, the Secretary of the Navy directed a comprehensive study on the progress of women in the Navy. The study framework was directed to include a historical perspective with particular emphasis over the past 15 years and to provide an examination of all policies affecting women in the Navy. This examination was to include a thorough review of the command environment, including consistency in application of the combat restriction clause, sexual harassment, fraternization and quality of life. The study was also directed to include other issues such as job assignments open to women, sea/shore rotation policies, promotion and advancement opportunities and command opportunities for women officers. The study in effect was directed to provide an analysis of the total impact of Navy policies on women to ensure their net result supports the full assimilation of women throughout the Navy within the spirit and intent of the law while supporting the operational environment as well as the unique requirements of the Navy's command structure.

To accomplish the tasking, 28 naval personnel with representative backgrounds and diverse experience were assembled. The group, evenly distributed between gender, was comprised of fourteen captains, six commanders, four master chief petty officers and a steering committee of four flag officers. Four panels were formed to address the tasking:

- Historical Review and Assessment Panel
- Policy Utilization and Implementation Panel
- Sexual Harassment and Fraternization Panel
- Quality of Life Panel

Throughout the study, members received briefings and thoroughly reviewed the policies and programs known to affect Navy women. Additionally, the study group visited numerous ships, squadrons, and shore commands in the continental United States as well as European and Pacific Commands overseas. They conducted 142 (109 female, 33 male) interview sessions with over 2500 naval personnel stationed in ten geographic areas worldwide.

The study group completed its deliberations and presented the results to the Secretary of the Navy on 14 December 1987. The study provides an excellent historical perspective, signals areas where renewed emphasis or revised policies are needed, and offers constructive recommendations based on a balanced assessment of complex issues relating to equality of opportunity and also the operational needs of the Navy.

The historical summary shows that during the past 15 years there has been steady and significant progress in managing the rapid introduction of large numbers of women into what historically has been a predominantly male organization. The number of women in the Navy increased from about 9,000 in 1972 to more than 54,000 today--more than 9 percent of our active structure. The study revealed that women in the Navy are succeeding and that policies are evolving to keep pace with the growing number of women, their expectations, and advancement opportunities. The number of senior women in both the enlisted and officer ranks is increasing as are the responsibilities assigned to women. Navy women are making significant contributions at sea and ashore around the world.

Notwithstanding this progress, the report clearly reveals that more remains to be done. In this regard, Navy leadership needs to be more attuned to women issues. To establish the right Navy-wide environment, we need to place increased emphasis on advancement opportunities, serving in non-traditional ratings, zero toleration of sexual harassment, control of fraternization that is counter to required command relationships, and establishing a positive attitude toward women while recognizing the significance of their contributions to the Navy mission.

The study examined these issues as well as the effectiveness of current policies in the area of health care, and quality of life. It also reviewed the Navy's current policies to ensure that they support the maximum assimilation of women within the limits of the combat exclusion law. The study contains numerous recommendations affecting officer and enlisted career choices, training, assignments, sea/shore rotation, and advancement opportunities.

An executive summary of the study's findings, as well as the entire report, has been made available to the subcommittee for review. The major recommendations include

- Assign Navy women to selected ships of the Combat Logistics Force ships - Oilers (AO), Store Ships (AFS), and Ammunition Ships (AE).

- Assign Navy women to the aircrew of Fleet Air Reconnaissance Squadrons (VQ) shore based aircraft.

- Improve career progression opportunities for General Detail (non-rated, non-designated) women by recruiting to Navy's occupational skill needs, establishing new rating entry procedures, and expanding "A" school opportunities to place women more rapidly into specific career paths.
- Revise sea/shore rotation policy to increase numbers of women at sea while considering related issues of rating inventory development, advancement and sea/shore billet allocations.
- Establish a full-time captain billet to provide oversight for women's programs.
- Reduce incidence of sexual harassment within the Navy by emphasizing the importance of women to the Navy's mission, improving grievance procedures and expanding education programs to improve attitudes of Navy males toward women.
- Promulgate Navy policy of fraternization.
- Improve Quality of Life by continuing efforts to improve Navy medical care, especially active duty OB/GYN care and Navy child care programs.

The study's recommendations have the support of the Navy Warfare Sponsors, The Chief of Naval Operations and the Secretary of the Navy. The Secretary of the Navy has approved the major recommendations in principle and has directed implementation in an expeditious but deliberate and measured manner. Implementation of the study's recommendations has already begun.

The study examined the combat exclusion issue and proposed a clearer definition of combat mission as it applies to Naval forces. The Chief of Naval Operations further modified this definition in his forwarding endorsement and the Secretary approved the definition which is repeated below:

"A combat mission is defined as a mission of an individual unit, ship or aircraft that individually, or collectively as a naval task organization, has as one of its primary objectives to seek out, reconnoiter, and engage the enemy. The normal defensive posture of all operating units is not included within the definition."

Within this definition, AO, AE, and AFS ships assigned to the Combat Logistics Force can be logically opened to the assignment of women. While these ships may of necessity be assigned a task within the battle group, they also routinely operate in a manner similar to the shuttle ship and console operation of Military Sealift Command (MSC) logistics ships. Assignment of women to these ships would be consistent with our current policy of having Navy women in the military detachments aboard MSC ships with similar missions. The AOR and AOE, on the other hand, were designed for high speed multiple product delivery to an engaged task force. They are routinely assigned on a permanent basis as an integral unit of the fast attack battle groups and as such should continue to be restricted from the assignment of women. Opening the AEs, AOs and AFSs to assignment of women is a logical progression for the employment of women in the Navy. This authorizes the permanent assignment of women officer and enlisted women on 26 of 37 Combat Logistics Force Ships which opens up 9000 additional billets for women at sea. This will provide the range of operating billets to ensure women can become truly proficient Surface Warfare Officers, while simultaneously providing billets to alleviate the undesignated apprentice problem and improve enlisted sea/shore rotation.

Thus, the Navy has more clearly defined the nature of a "combat mission" in a way that is understandable and which will provide clearer logic to the assignment of women to ships at sea. As a result, The Secretary of Navy has approved expanded opportunity for women to serve at sea and has authorized their assignment to selected ships of the Combat Logistics Force (CLF), to include oilers (AO), ammunition ships (AE), and stores ships (AFS). This significant expansion requires a careful, ship-by-ship approach, with adjustments in living spaces on each ship. It will also require larger numbers of appropriately trained women, particularly in the enlisted force. This will take time to grow the correct mix of petty officers in appropriate pay grades. We expect the changes to take place over a number of years and that process is already underway. Other implementing actions are also in progress:

- The modified definition of combat allows aircrew assignments with shore based Fleet Air Reconnaissance squadrons (VQ) also to be opened for women. This assignment policy, taken in conjunction with the decision regarding assignment of women to ships within the Combat Logistics Force (CLF), incorporates the principal Navy provisions of H. R. 1798, regarding utilization of women in certain Service combat support positions.

- Recruiting and personnel policy changes will be revised to increase advancement opportunity for non-rated, non-designated enlisted women in non-traditional ratings. An advancement plan will be developed that supports a balanced enlisted sea/shore rotation policy and equitable promotion opportunities.

- Career opportunities for women officers will be improved through increased and varied assignment opportunity at sea in the unrestricted line, restricted line and staff corps communities.

The study also reported that both fraternization and sexual harassment were viewed as problems in the locations that were visited. These findings were based on interviews with more than 1,800 men and women, officer and enlisted, from more than 70 commands in ten geographic locations worldwide. The most prevalent form of sexual harassment reported was verbal harassment. Any form of sexual harassment must not be tolerated. Therefore, vigorous actions will be directed to expand training and education, to improve grievance reporting procedures, and to enhance counseling. The Navy will include the prevention of sexual harassment and fraternization as Chief of Naval Operations Special Interest Items and these issues will become an area for review during Inspector General Inspections. Also, clearer development and at the same time reenforcing the Navy's command structure and commitment to operational readiness.

Madam Chairman, I appreciate the opportunity you have provided to outline the results of the study and to iterate the Navy's commitment to building on our record of achievement for assimilating women in the Navy.

policies will be developed regarding fraternization to ensure consistent command interpretation and enforcement of disciplinary action regarding this leadership and discipline issue.

Additionally, the study contained a number of important quality of life recommendations affecting women in the Navy and identified proper medical care for women as an area of particular concern. The Navy Surgeon General's initiatives to provide the required medical care for all Navy active duty dependents and retired personnel include efforts to increase care for women by recruiting additional OB/GYN specialists. This issue will be given high priority. We will pursue other quality of life issues raised by the report as being important to the morale and welfare of our Navy men and women.

Women are an integral part of our service. I wish also to reemphasize that the sea services have the most difficult task in the assimilation of women due to the arduous isolated nature of maritime commitments around the world.

In conclusion, we feel the study is a valuable and timely report that must be considered within the total context of the increasing role of the women in a military service that is forwarded deployed around the world, in an arduous environment that frequently includes high risk duties. It represents the most detailed, comprehensive and straightforward treatise on this issue to date. The initiatives the Secretary of the Navy has approved will increase significantly the opportunities for Navy women to serve on ships at sea, while improving their professional career

Mrs. BYRON. Thank you, Admiral.

General Hudson.

STATEMENT OF LT. GEN. JOHN I. HUDSON, USMC, DEPUTY CHIEF OF STAFF FOR MANPOWER

General HUDSON. Good morning, Madam Chairman. I am Lieutenant General John I. Hudson, USMC, Deputy Chief of Staff for Manpower. I would like to summarize the key points of my statement.

I am honored to appear before you to provide a review of the status of women in the Marine Corps and to provide our position on your bill, House of Representatives bill 3798.

As you know, the Commandant of the Marine Corps recently convened a task force to study the progress of women in the Marine Corps in response to a request from the Secretary of the Navy. The task force convened 5 October 1987. It consisted of a steering committee of five general officers, three colonels, and two sergeants major; a working group divided into five panels; and a support group.

Task force members were selected based on their varied professional experiences with consideration given to ensuring the appropriate representation by rank, gender, and geographic area.

The task force looked into five areas:

a. Historical and Statistical Review
b. Sexual Harassment and Fraternization
c. Quality of Life
d. Accession, Training, Classification, Assignment, Promotion, and Retention
e. Policy, Implementation, and Utilization.

The working group conducted extensive individual research, critiques followed by point paper presentations, and discussions at the working and steering group levels.

The historical and statistical review revealed substantial advances for the Corps in the utilization of women. Significant progress, unperceived by many, has been made by women Marines. This review noted that the end strength of women Marines has increased fourfold since 1970, and numerous studies have led to the opening of military occupational specialities (MOS) duty stations, and training experiences for women. The Pepper Board of 1964, for example, expanded the assignment of women Marines in non-Fleet Marine Force Continental United States and overseas commands to include Okinawa and Iwakuni, Japan.

Before 1975, separate woman Marine units existed throughout the Marine Corps. Command opportunity for women was generally restricted to units that were predominately women. Since that time women have been fully integrated into operational units, serving in such diverse jobs as aircraft maintenance technicians, field communicators, and heavy equipment operators. They are presently assigned to numerous challenging and important positions, and we are continually looking to provide them with more opportunity. They serve at Headquarters, Marine Corps and on joint staffs, as instructors, in key command billets, and another as the Professor of Naval Science at a major university.

In 1979 women officers were integrated into the previously all-male companies of lieutenants at The Basic School. Their courses of instruction at the career and intermediate levels of professional military education are identical to and totally integrated with their male counterparts. The basic training of enlisted women expanded in 1985 to a point where, except for offensive combat training, it mirrors the training of their male counterparts.

The participation of women Marines in field training exercises, both in the United States and overseas, is now standard operating procedure. For example, women Marines from both active and reserve units have participated in every NATO exercise conducted by 4th Marine Amphibious Brigade since 1976.

Despite these advances, issues were raised by the task force that prompted recommendations for policy change or a renewed emphasis on current policy. In the task force's final report to the Commandant of the Marine Corps, forty-six issues were discussed, from which 83 recommendations were drawn. The recommendations are summarized as follows:

Sexual harassment is an anathema to good leadership and cannot be tolerated in a disciplined organization such as the Marine Corps. The task force confirmed that it does exist in the Corps and our Commandant has taken quick action to eradicate it from our ranks.

Concerning fraternization, the Marine Corps has a long-standing policy which states, "duty relationships and social and business contacts among Marines of different grades will be consistent with traditional standards of good order and discipline and the mutual respect that has always existed between Marines of senior grade and those of lesser grade."

This policy is intended to preserve the separation for juniors and seniors, a proven characteristic of successful military organizations for hundreds of years. The task force noted, "The system is currently working well and does not need any further emphasis."

The task force expressed concern that a perception exists that Marines are being discouraged from exercising their right of request mast, which is our guarantee of every Marine having the right to communicate with his or her commanding officer.

Attached as enclosures for the record are letters the Commandant has already published on communications. He stressed to our leadership at all levels the necessity of allowing our traditional grievance procedures to function as they were originally intended, to include women seeking redress in cases of sexual harassment.

The quality of life issues addressed ranged from improved OB/GYN care to child care centers and dual career families. The "remedies" to this category of problems deserve continued positive influence and interest to improve on what is being done for individuals and families.

Recommendations were also received on accession, training, promotion, and retention standards. Accession and active duty weight standards, for example, will be re-examined and realigned, as necessary. It is also time to review the current policy on physical fitness testing standards for male and female Marines.

It was confirmed that during initial entry training all Marines will receive basic warrior training to introduce them to those areas in which those Marines receiving combat arms military occupational specialities [MOS) will later become highly skilled. It will not produce a combat trained Marine, but individuals will have a thorough foundation in essential military and selected combat subjects, excellent knowledge of individual weapons and living in field conditions and be physically fit.

The recommendations concerning policy, implementation, and utilization were perhaps the most sweeping and far reaching. In general, the task force found our policies to be valid. However, the biggest obstacle to their full implementation was attitude. In other words, our policies are sound, but our actions in carrying them out were in some instances impeded by attitude. Therefore, the task force recommended that the Commandant stress the significance and importance of a positive attitude by commanders toward women.

He did that very forcefully in direct conversation with most of his generals in December 1987 and in just about every speech he has made since. Having said that, however, changes to the Marine Corps order on the classification, assignment, and deployment of women were also recommended. For instance, it was recommended that the criteria of physical risk in restricting women from unit assignments be eliminated, however, current policy dating from August 1986, in Marine Corps Order 1300.8N, authorizes the assignment of women Marines to units where, in wartime, there would be considerable physical risk.

We now have women assigned in many Fleet Marine Force units, including tactical aircraft squadrons and air control squadrons, and to numerous combat service support units. In time of conflict, women Marines will deploy with their male counterparts, except those in units which embark aboard Navy combatant shipping. Women assigned to the Fleet Marine Force will be subjected to the same risks as will the male Marines in those same units.

The work of the task force prompted energetic and searching debate that is healthy for the Corps. As a result, I think everyone has a better understanding of the issues in order that our policies and procedures may be appropriately updated and, in some cases, reviewed further prior to change and implementation.

The working group of our task force did recommend that women be assigned to Marine Security Guard duty and your resolution would require us to do this on a 2-year test basis. Although, we do assign women to the Marine Security Guard Battalion to serve in certain occupational specialties for which they have been trained, such as supply administration and operations clerks or administration chiefs, we presently do not have women serving as Marine Security Guards at the embassies and consulates around the world.

Just this week, the Secretary of Defense requested the Department of the Navy assign women Marines to the Marine Security Guard Program. In response, the Commandant of the Marine Corps has recommended to the Secretary of the Navy that women Marines be assigned as watch standers at appropriate overseas locations. We are now developing, in conjunction with the Department of State, an implementation plan. We will report back to you in a year's time on the results of assigning women Marines to this duty.

The task force report has now been reviewed by our commanders and the Headquarters Marine Corps staff, as well as, being briefed to and discussed by the Commandant and the senior leadership of the Corps. A final report has been submitted to the Secretary of the Navy and we continue to take steps to follow through on all the recommendations.

I want to thank you for the opportunity to share our views with you today. We recognize women Marines for what they are—invaluable members of the Corps. Our Commandant is totally committed, and has said so on many occasions, to the full utilization of women in the Corps within the context of our role as an expeditionary Force-in-Readiness. In General Gray's words, "Our women are Marines and will be treated as are all Marines—with the decency, dignity and respect they richly deserve." Thank you.

[The prepared statement of General Hudson follows:]

STATEMENT OF

LIEUTENANT GENERAL JOHN I. HUDSON

UNITED STATES MARINE CORPS

DEPUTY CHIEF OF STAFF FOR MANPOWER

BEFORE THE

HOUSE ARMED SERVICES COMMITTEE

SUBCOMMITTEE ON PERSONNEL AND COMPENSATION

UNITED STATES HOUSE OF REPRESENTATIVES

CONCERNING

WOMEN IN THE MARINE CORPS

ON

4 FEBRUARY 1988

Mrs. Byron, distinguished members of the subcommittee:

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As you know, the Commandant of the Marine Corps recently convened a Task Force to study the progress of women in the Marine Corps in response to a request from the Secretary of the Navy. The Task Force convened 5 October 1987. It consisted of a Steering Committee of five general officers, three colonels, and two sergeants major; a Working Group divided into five panels; and a Support Group. Task Force members were selected based on their varied professional experiences with consideration given to ensuring the appropriate representation by rank, gender, and geographic area.

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c. Quality of Life

d. Accession, Training, Classification, Assignment, Promotion, and Retention

e. Policy, Implementation, and Utilization

The Working Group conducted extensive individual research, critiques followed by point paper presentations, and discussions at the Working and Steering Group levels.

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NATO exercise conducted by 4th Marine Amphibious Brigade since 1976.

Despite these advances, issues were raised by the Task Force that prompted recommendations for policy change or a renewed emphasis on current policy. In the Task Force's final report to the Commandant of the Marine Corps forty-six issues were discussed, from which eighty-three recommendations were drawn. The recommendations are summarized as follows:

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I want to thank you for the opportunity to share with you today our views. We recognize women Marines for what they are -- invaluable members of the Corps. Our Commandant is totally committed, and has said so on many occasions, to the full utilization of women in the Corps within the context of our role as an expeditionary Force-in-Readiness. In General Gray's words, "Our women are Marines and will be treated as are all Marines---with the decency, dignity, and respect they richly deserve." Thank you.

DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
WASHINGTON, D.C. 20380-0001

CMC-IG
4 Dec 87

WHITE LETTER NO. 7-87

From: Commandant of the Marine Corps
To: All General Officers
All Commanding Officers
All Officers in Charge

Subj: REQUEST MAST

1. Our Corps has a long tradition and rich heritage of "taking care of our own." A cornerstone of this tradition rests in our request mast program that provides all Marines with an avenue to communicate their grievances or seek assistance from those above the Marine's immediate superiors. It is a system that provides commanding officers with first hand knowledge of the morale and general welfare of the command. The request mast system is a viable and valuable leadership tool and must be viewed and used as such by leaders throughout the chain of command.

2. I am concerned that recent information indicates that request mast has not been functioning as effectively as it should. There is perception that some Marines may be intimidated at some point in the process and "encouraged" to drop proceedings before they have an opportunity to see their commanders. All Marines have the right to request mast, and the process should not be interfered with by any individual at any level.

3. To be effective, request mast must have the wholehearted support of all leaders. Therefore, commanders are charged to create an environment that encourages a Marine to use the request mast system in the manner and spirit for which it was intended.

4. Self-Cancellation. [illegible]

AMGray

A. M. GRAY

Remember — a problem may seem small to you but it is big for our young Marines and Sailors! Good leaders take the time and find ways to help their people — our people deserve concerned leadership! Do it right! / Gray

BEST COPY AVAILABLE

DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
WASHINGTON, D.C. 20380-0001

CMC-CS
7 Dec 87

WHITE LETTER NO. 6-87

From: Commandant of the Marine Corps
To: All General Officers
All Commanding Officers
All Officers in Charge

Subj: COMMUNICATIONS, A COMMAND RESPONSIBILITY

Encl: (1) CMC ltr AD-njm of 7 Dec 1970.

1. As we progress in the reorganization of the Marine Corps to meet the demands of the future, it is vital that we, as Marines, retain that strong sense of history and traditions which has made our Corps what it is today and provides the strong foundation for the Corps of the future.

2. As I reread the words of our 24th Commandant, General Leonard F. Chapman, Jr., I was immediately struck by how pertinent they are today. We must be known as a group of listeners. Turn on the brain power. Solicit good ideas, then demonstrate we are using them. As we reorganize our forces to meet the potential conflicts of the future, communications within the traditional chain of command remain the primary means of getting the word to the individual Marine.

3. The enclosure is forwarded for your review, action, and dissemination.

4. Self-Cancellation. 31 December 1988.

A. M. GRAY

DEPARTMENT OF THE NAVY
HEADQUARTERS UNITED STATES MARINE CORPS
WASHINGTON, D. C. 20380

IN REPLY REFER TO
AD-njm
7 Dec 1970

From: Commandant of the Marine Corps
To: All General Officers
All Commanding Officers

Subj: Communications, a command responsibility

1. Marine to Marine Communications

a. Outside of our units still in combat, we are facing a serious loss of communications within the Marine Corps. The breakdown is not operational, it is fundamental. We are failing to communicate Marine to Marine.

b. The real tradition of our Corps is the understanding we share as Marines. Regardless of specialty or seniority, we have always based our internal relationship on the fact that we are all Marines. As Marines we have quietly, almost without words, shared the same respect for the principles of Country, Corps, duty, and honor. And in equally silent agreement we have sought to maintain a Marine Corps environment of strength, discipline, dignity, professional ability, and justice. If we have been good in carrying out our mission, it has been because this understanding has formed a real and solid base. If we are to be good now and in the future, it will be because this same understanding will continue. And it can continue only if we maintain working Marine-to-Marine communications.

2. The Line of Communications

a. The line of Marine-to-Marine communications is the chain of command. From the very highest of command positions, down to the corporals who lead our smallest units, there must be a sharing of our Corps. Facts, information, and recommendations that guide our operations and shape our character must flow smoothly up and down the chain of command.

b. The young Marine of today wants to understand his Corps. He wants to know where we are heading, and he wants to know how and why. Because he is at the head of the column, he is sometimes able to see obstacles more readily and recommend a better course.

Enclosure (1)

But he must know our objective first. Through the chain of command - right to the NCO's who lead our squads, crews, and teams - we must furnish relevant information. And we must be receptive and responsive to feedback.

3. The Problem

a. As senior commanders we are either not aware of the demands of the times, or we are not using the chain of command properly. Information and facts are not being communicated, and understanding in our Corps is suffering.

b. The Marine Corps of the 1970's will be leaner, tougher, more ready, more disciplined and more professional. It must at all times be prepared for combat on short notice. Every Marine must count, especially the leaders. Too often company grade officers, staff NCO's, and NCO's are being left out of the chain of command. This creates a communications gap, we must close it.

4. The Solution

a. Much has already been done to close the communications gap. A good example is the officer and the staff NCO symposia that have recently been employed in our major commands. They are helping to break down the barriers of ignorance. These meetings have produced some excellent ideas, and they have primed a useful exchange. Yet many of the recommendations in these conferences were made without complete knowledge of available facts. This illustrates the need for filling the communications gap by full and proper use of the chain of command.

b. I want all commanders to establish communications through the chain of command. I want those communications to go from the very top to the very bottom, and back up again. Make certain that all Marines are kept fully informed, and that you hear their ideas. And most important, act on the valid ideas. If you can't react favorably to proposals, say why. Make the facts known. Company grade officers, staff NCO's, and NCO's are the key links in this line of communications. Commanders must communicate, not just pass the word. You must make our Marines aware that we are trying to resolve all problems of concern to them. From this Headquarters I will help with the Hotline, which will assist in getting out advance word on Marine Corps plans, policies, and problems.

AD-njm
7 Dec 1970

5. Meaningful Action

a. None of this should be construed as laying down a directive that will create a network of more paper. Formal reports are not necessary, meaningful action is. No central blueprint of action can be dictated. I recognize that we have situations which vary from recruit platoons, to a group of 50 second lieutenants at Fort Rucker receiving helo training. Each program will be just as varied. But as you tailor your own program to fit the needs of a specific organization, consider the following:

(1) Our Corps has traditionally been "a band of brothers." That was the best part of the old Corps, make it the best part of the new Corps. Work for understanding and trust. Discipline and dedication will result.

(2) Educate all hands in the mission and tasks of the command. Keep them constantly informed, especially with regard to methods and scheduling. If we expect professional performance, we must deal with all Marines as fellow professionals.

(3) Keep all Marines informed of all problems and plans to alleviate or solve these problems. Make sure they know what's coming out of this Headquarters, but make it as local and familiar as possible. Tell them the effect that large and small action will have on their own unit, and on them personally.

(4) The Marine Corps Manual carries some sound philosophy on the relationship between seniors and juniors. Apply it; it is just as relevant now as it was when it was written.

(5) Our young officers and NCO's - and even some staff NCO's - have been underexposed to the customs which foster Marine camaraderie. It is our duty as senior Marine Corps leaders to educate these, our brother leaders, in the traditions that bring us closer together.

(6) Efforts to communicate are sometimes thwarted by failure to observe common courtesy. When social events are planned consider the cost to junior officers. Give plenty of advance notice, and make sure that junior officers and their wives know that they are invited because they are a part of the family. Don't let them feel that they are needed to fill a crowd scene.

(7) Specific actions which may be effective in strengthening the chain of command and improving communications are both official and unofficial. They include, but are not limited to the following:

(a) Periodic meetings with officers and staff NCO's. Questions should be encouraged, and answers should be given, even if research must be performed. In this same atmosphere, company grade officers and staff NCO's must be encouraged to hold meetings with NCO's and nonrated Marines under their command.

(b) Professional, individual counseling of young officers and NCO's by commanding officers, and again, this should stretch down to individual counseling of NCO's and nonrated Marines by small unit leaders.

(c) The symposium system is excellent, use it, but don't let it use you. A symposium should never be conducted to satisfy the desire to appear advanced. Care should be taken to ensure that participants are well grounded in the subjects to be discussed, and that all monitors are fully armed with the facts concerning these subjects.

(d) Enhance the positions and images of company grade officers, staff NCO's, and NCO's. A corporal may be the bottom link in the chain of command, but more importantly, he is the first leader and authority in the execution of our mission. If the dignity of two chevrons suffers, then a chink is made in the overall dignity of command.

(e) Conduct drills and ceremonies in which the key billets are filled by company grade officers, or by staff NCO's, and even by NCO's. In routine formations make sure that the junior leaders who bear the responsibility receive the dignity of filling the proper positions in their units.

(f) Educate our officers in the proper roles of all staff NCO's and NCO's, from sergeant major to corporal.

(g) Include staff NCO's and even NCO's in staff meetings and discussions when appropriate.

(h) Employ company grade officers, staff NCO's, and NCO's in key positions commensurate with their ranks in day-to-day operations, training exercises, and planning. If, because of an overpopulation of junior officers and NCO's, it is necessary to place these leaders in positions below their rank, let them know why. Make them fully aware of the problem and keep them constantly informed on what is being done toward a solution.

(i) Wear our uniform as something more than a work suit. The service or dress uniforms are attractive and meaningful. Wear it to dinner when appropriate at the club. Let our junior Marines know that senior Marines are truly professionals, not just job-fillers. Let them know that we are proud of the profession we have chosen and served for many years.

(j) Use the personal call. There is nothing so impersonal as a party that includes old and new, senior and junior, all merged together as a faceless mass to fulfill the obligation of getting to know one another. Get to know your officers on a personal basis, at home. Ask them to call and try to return the call.

(k) Hold mess nights and other social events. We are proud of our reputation as a "band of brothers" and a "family." Let's make it mean something again.

(l) The presence of commanders and senior officers at happy hour is not prohibited. It can be educational and pleasurable; try it.

(m) Bring the families into the picture. Educate young Marine wives in the purpose of our Corps, and in the missions and duties of their husbands' units.

6. Results. I could continue with these remarks but I'm sure you have grasped my point. The Marine Corps still has a purpose, but all of us know that the old saw "the end justifies the means" is only good in an ad hoc situation. We have many years of service to provide our Country, and we must be very careful how we execute our service. We are looking for results, but the results must come from Marines who know and love their profession and the people who share their profession. It must be meaningful. I pass the challenge to you, and I look forward to having your informal reports as you institute the measures outlined. I am also eager to hear your ideas and how you have applied them. It is

only the concerted and imaginative effort on our part that will achieve a Corps of the high professional standards we all want, and at the same time give our young Marines and their families the satisfaction of knowing the full importance of their contribution.

7. You will insure that each of your officers, staff NCO's and NCO's reads, and then puts into practice, this letter.

8. Applicability. This letter is applicable to the Marine Corps Reserve.

L. F. CHAPMAN, JR.

Mrs. BYRON. Thank you, General.
Admiral Matteson.

STATEMENT OF REAR ADM. THOMAS T. MATTESON, USCG, CHIEF, OFFICE OF PERSONNEL

Admiral MATTESON. Good morning, I am Admiral Tom Matteson, Chief of Personnel for the United States Coast Guard. Women have played a major role in the Coast Guard since the early 1940's. Known as SPARS at the time, they were all reservists, many of whom served on active duty. In 1973, the first women were admitted to Officer Candidate School and upon graduation became active duty Coast Guard members.

In 1974, women were enlisted into the regular Coast Guard. In 1976, the first women cadets were admitted to the Coast Guard Academy. In 1977, women became eligible for sea duty at isolated stations, and in 1978 all restrictions on assignment and job opportunity, as well as recruiting quotas, were eliminated.

Our first woman commanding officer afloat was assigned in summer 1979. In May 1980, the first women graduated from the Coast Guard Academy and in May 1985 a woman graduated number one in her Academy class of 191 graduates.

An aide to President Reagan who carried the padded black bag known as the "football" containing the nuclear strike codes was Coast Guard LCDR Vivian Crea, the first woman selected for this position. This summer, we will assign the first enlisted woman as officer in charge of a vessel. BMC (select) Diane Buccie will take command of the Coast Guard Cutter Capstan which patrols the Potomac River. We are proud of these milestones and equally proud of the women who took these first steps.

I believe the Coast Guard has made significant strides in assimilating women into the service on an equal and unrestricted basis. Presently there are over 200 officers and 2,500 enlisted women on active duty. They represent 8 percent of our on-board military strength. Today, Coast Guard women are fully integrated into the service. They are assigned to any unit that can provide reasonable privacy in berthing and personal hygiene.

In the event of wartime mobilization the Secretary of the Navy would of course have the authority to implement Coast Guard personnel policies consistent with those followed by the Navy.

Mrs. BYRON. Thank you very much. I apologize for having to leave for a few minutes, but the Governor of Maryland was testifying on the Interior Committee of which I am a member, and I needed to make my presence known.

Let me say, first of all, that I am delighted the panel has come before us today with what I think is a bright report. Let's only hope that it continues as bright as it seems.

Admiral Edney, let me talk a little bit about the Navy and under that category comes the Marine Corps. I have been very encouraged since Secretary Webb has spoken out so strongly. I think many of the things he talked about in his confirmation hearings were beginning to bear fruit, if you will.

The report indicates it is going to take some time to build a cadre of women on the combat ships and, therefore, the assignments will take a period of time. I understand that. But just as long as that moves forward, I will be understanding. It would appear that many of the skills—development problems really don't exist in the Officer Corps and the female officers could be assigned fairly quickly.

One of the areas that has worried me over the years is that we have increased the number of women in the Navy. We have not increased the number of shore billets. We have increased the number of sea billets, because of the build-up and with that formula. It is becoming more and more difficult, as the assigning officer, to make sure that those men in the Navy are not spending an enormous percentage of their time at sea.

I would look at that for the families of those individuals, and I would look at that because we don't want the scenario to be the women are getting all the shore billets, and the men are always at sea. That is not fair either. It is a fine line we need to march on, but I am delighted with that report.

As far as the Marine Security Guard is concerned, the article yesterday in the New York Times where Secretary Carlucci, I think, has made some strong statements about more positions being available for women, as I mentioned earlier, the discussion I had in Managua with the Marine Security Guard Force, some of the things they were bringing forward were areas I had not thought about.

You have a small post, seven security guards stationed there living in a Marine house. They all pool their base logistic funds to manage that house, to purchase food, for quarters allowance, etc. If you have females in that group, they are not allowed in that house. They have to live on the economy, therefore, they lose one unit to pool together. That is something I had not looked at or put in the proper perspective.

Let me say to Dr. Armor and General Hickey, the active duty personnel is one area we've talked about, but I think there is another area that has not had too much attention, today, and that is the spouse employment issue.

As you know, the fiscal year 1988 Defense Authorization Act contained a provision requiring the Secretary to establish a policy that a military spouse's decision to work may not be influenced by the military and that neither the decision nor the marital status of the member could impact his promotion or assignment opportunities.

I have heard that the services have asked for numerous exceptions to this policy. I would like to know what the status is on that and following that, General Hickey, I am a little bit disappointed that you did not discuss any of the spouse task force report in your testimony because I think that is an issue, publicity-wise, where the Air Force has gotten most of the negative publicity.

I have heard some rumors about this report and wish you would comment. First I was told that the task force was completed and that its recommendations significantly changed the Air Force policy. However, the top leadership and their wives rejected the report. What has happened?

Doctor, I will let you answer first.

Dr. **Armor**. I cannot respond to the Air Force Task Force, only to the directive. We have the final draft done. I saw it this morning.

We have worked out the final details. It will be going to the Secretary today or tomorrow for signature. There was an issue of exceptions that were raised. There was some misunderstanding, I think, that the law required defense attachés to be married, because it was consistent with State Department policies.

We found out from the State Department that policy ended in 1970 so that our directives will not permit this exception. We have a provision in the directive for instances of covert or classified operations or national security operations. We have left a case-by-case waiver possibility because we cannot anticipate every area.

Aside from that there are no categorical exceptions being put forward in the directive.

Mrs. Byron. You are looking at one member who would rather have it implemented without having to go into law. If it goes into law, it gets a little difficult when you run into things on a case-by-case basis. But if the intent and implication are there that those directives are going to be taken, you are in better shape on it.

Dr. Armor. Yes. Everybody is included, and it involves the Secretary's policy on employment.

Mrs. Byron. General Hickey.

General Hickey. You hit me on several sides of the head there and I think I need to walk through those to clear the air.

Mrs. Byron. You have plenty of time.

General Hickey. Your observation about the bad publicity is true, and that is why the Secretary and Chief put the Blue Ribbon Panel together in the first place. I am convinced that it is the most comprehensive look at spousal issues, certainly within the Air Force, and I think within any military organization that has ever been done.

I was briefed on the initial findings verbally by the group. It is not true that the recommendations and the observations of that group were rejected by Air Force leadership. Nothing could be farther from the truth. As a matter of fact, the group was told to go back and to put the report into written form, which they are currently doing. It will be briefed to all the senior commanders in the Air Force in the middle of this month at a conference. Based upon that, we will devise with that senior leadership a plan of attack that will take care of the specifics that are identified as problem areas that need to be corrected in that report.

It will all be on the street by the first of March. We are not interested in getting any more bad publicity. We think what we are doing now is going to get good publicity if there is any possibility in this particular kind of environment. The point is, since we are sensitive to how the publicity has come before, we are anxious not to do it in a half-cocked manner or make mistakes in the changes that need to be made.

Having said that, I think it is clear from the Secretary's statement that was included in the record and did deal with the Blue Ribbon Panel, that the idea of whether spouses work or not, in the home or out of the home, is not an issue. That is purely and absolutely their own decision to make.

Secondly, we have found instances where pressure was applied in order to get volunteerism because we have a lot of activities that are very valuable in which we need some volunteerism. We think that all of the things that need to be done can still be done, but they must be truly volunteers that do them. We are adamantly opposed to coercion of any kind to gain volunteers. I think we are going to see more use of the formal kinds of facilities and institutional products that we can get out of the family support centers to offset the need for some of the things we have historically done voluntarily.

All that takes more money and manpower in what has turned out to be an austere environment for that. The bottom line is that we need to do it, and we need to do it very carefully. It is an emotional atmosphere; nerves are raw. We have had a couple of quick fix efforts. One would have said marital status cannot have an impact or cannot be considered in assignment. That kind of move would have eliminated joint spouse moves in the Air Force.

That was not the intent. We didn't want to do that. It is very sensitive. You have to do it right. We are committed to do it right from the Secretary and Chief on down. We are dealing with a condition that is going to take a change in attitude. We know that. We think it is critical and essential to go through the process of involving the senior officers from the field and have that emanate from the top down. I think we are on the right road to do that.

Mrs. **Byron**. Let me cite a case—lieutenant colonel, selected below zone, female, unmarried, time to move; needs command experience for that slot to be filled, that check to be done on the background. Eight bases have openings for commander, turned down at all eight bases, ends up as the political officer at another base. Turned down because she was female, turned down because she was unmarried? I don't know. But when you have an officer who has clearly shown the capabilities because of a selection below the zone gives you that designation, and when it is time to have command experience, they are unable to have an opportunity to have that experience, that is not right either.

General **Hickey**. I find it difficult to answer until I get the specifics of the case you have in mind.

Mrs. **Byron**. These are the kinds of cases that I am hearing about.

General **Hickey**. They should not happen. I can tell you we have some 500 squadron commanders or higher in the Air Force today that don't have spouses. Some are divorced. Some never married. But there are still command opportunities out there.

Mrs. **Byron**. If I hear it once, I hear it time and time again, that those categories are filled on overseas or remote posts. They are the ones that get sent to Okinawa and various places.

General **Hickey**. I don't think that is true. The only distinct experience I have is Brigadier General Coffinger, our Director for Personnel Plans. She was the commander of Norton Air Force Base, a pretty spiffy place, and I forget what the other one was, but it was not remote.

Mrs. **Byron**. Can you find all those? You should demand that we make sure it doesn't happen based on a discriminatory basis.

General **Hickey**. We would ask your understanding that there is also a selection process that goes on, and it is easy to blame those attributes when you don't get selected.

Mrs. **Byron**. Mr. Bateman.

Mr. **Bateman**. Thank you, Madam Chairman.

General Hickey, as a preliminary, don't you, too, hold your breath while you await the favorable publicity no matter how you do. In my experience, it is not likely to happen. The Coast Guard has pioneered in this effort of making sure that there was no discrimination against women in the Coast Guard, because they do everything in the Coast Guard, and have for years.

In time of war or national emergency, you become a resource of the United States Navy, and their leadership—and I am not presently or otherwise here to be critical of it. The Navy is not quite as comprehensive or as uniform in its policies with respect to the placement of women.

Do you foresee a problem?

Admiral **Matteson**. No, I don't. It would be inappropriate for me to speculate what kind of an assignment we might have because that would be a function of the situation. Clearly when the Coast Guard becomes a part of the Navy, we are subject to an assignment as the Secretary of the Navy sees fit. We could also be subject to ensuring our assignment policies are the same as the Navy. At the present we have no plans to alter our current assignment policies.

I think it is fair to say that I am very confident that any mission or task that any Coast Guard unit would be assigned by the Navy would be commensurate with the unit's capability and the capability of the crew.

I am equally confident that any assignment that we would get would be in accordance with our role as a member of the armed services and the care-takers of the national security of this country. I have no argument at this point.

Mr. **Bateman**. I did not put in my file this morning a copy of an article from a periodical, the burden of which was that based upon some statistical data compiled on the West Coast. There was a phenomenal percentage of something like 40 percent of the children born to Navy personnel, or women in the Navy, that were instances where the mother was unwed.

This was not, so far as I can recall, an official study of any kind, but to the extent it has any accuracy, it is a matter of some substantial concern. It would appear to me there is a problem there. I don't know exactly how to solve that problem, but heaven knows society has not solved that problem outside the military.

It may be something you need to look at and determine if there are ways, if that percentage is as high as this article suggests, that such instances can be brought down very significantly. It not only has the implications of a great deal of emotional trauma and disruption of personnel who are affected. It also has some implications for the mission of the armed services.

If any of you have any figures or have had reason to identify this as a concern, I would be happy to hear your observations.

Admiral **Edney**. Well, I could wait for the others to answer that question, Mr. Bateman, but I think it is mine. First of all, the study, we think, was a well-done and well-intentioned study. It was not a Navy-wide study. It was a competent OB/GYN practitioner in the area and over the year she was taking care of women with pregnancies, she did a study of the background and what seemed to be the underlying issues.

We consider that very helpful. To put it into perspective, it was on some 740 women who came to her clinic of approximately 5,000 women in the San Diego area. We are learning from that process. I think one of the things the study revealed to us was that we have got to get better, particularly with the direction we are going with some analytical factual data with which to make decisions.

Opening the combat ships will have women sailing routinely. In the destroyer tender, they sail from one port to another, but when they get to the port, they are there to fix ships that come into that port. We are going into a new environment, so we have to explore the pregnancy issue.

Our feeling on it: it can be perceived as a challenging problem, and it is a challenging problem. We have looked at the statistics. We have 50,000 women in the Navy. Most of our women are young, so if we look at the 17 to 19-year group, women in that age group are getting pregnant at about 110 to 112 per thousand. Our overall statistics show that women in the Navy the women are getting pregnant at 119 per thousand.

It is not difficult to understand the challenges when you see that we are taking women from all over the country and they feel the same challenges of loneliness and being away from home for the first time as their other shipmates, and they may be very lonely. We are doing an extensive study to get more accurate data. That is going to be where we are in the issue of pregnancy, sexual harassment and fraternization.

We are looking at the quality of the training. We have hygiene and personal care training. We have to look at whether it is substantive enough. When they get through because they have a lot dumped on them at boot camp, which is a controlled environment with very strong leadership. When they get out into the fleet environment where they are on their own, the family care centers are our means to get the proper guidance to the women and the men about their responsibilities.

Good leadership helps this equation a lot. If you have women actively engaged in upward mobility, that will reduce that environment. It is a combination, a challenging process.

The issue of single parenthood is not just a women's issue. We have a considerable number of male and female officers and enlisted who are single parents. It is a challenge we are going to take on directly. We feel it is not a reason, nor should it be considered a reason, to prevent us from going forward in the direction that we are going.

Mr. **Bateman**. Thank you, Admiral.

I can give you some reassurance. You need not fear that I am going to introduce any bill to solve that problem.

Admiral **Edney**. Thank you.

Mrs. **Byron**. Mr. Montgomery?

Mr. **Montgomery**. Thank you, Madam Chairman.

I would like to touch on an area, really for the record, pertaining to women in the service as far as the National Guard and Reserve are concerned.

I know General Ono touched on this matter briefly, but I would like each service personnel chief to answer this question for the record. Are there any differences in the way you handle assignments for women in the Reserve and National Guard? Maybe General Hickey, we can start with you and move across.

General Hickey. I think if I understand your question the answer is no, there are not any differences in utilization policies. The only thing, as we have said earlier, that impacts or precludes women serving in positions now is our struggle with the combat exclusion policy.

We have a consistent policy between the Guard, the Reserves and the Active Air Force in terms of what kinds of combat teams themselves they cannot serve in.

Mr. Montgomery. I had the privilege of gliding with a major in an Air Guard transportation plane recently. She was in charge.

General Hickey. Yes, sir, we have 300-plus pilots right now and 120 navigators who are doing a superb job.

Mr. Montgomery. In the Reserve.

General Hickey. No, total, Active Force. I don't know about the breakout in the Reserve, but it is probably about the same percentage ratio.

General Ono. We see the same trends, no different in assignment policies nor recruitment policy.

In the Active Army, we have more than 83,000 female members, officers, warrant officers and enlisted force.

In the Army Reserve, there are 58,700 assigned to the troop program units and because the Army Reserves are heavily combat service support units, then the women constitute more than 22 percent of that total number.

In the Army National Guard, the percentage drops to close to 6 percent and the reason there again is that the National Guard is hardly a combat arms-type of operation. There are 25,300 females in the Army National Guard.

So all told, when you add all these together, it comes to 167,000 in the total Army.

Mr. Montgomery. We were at Fort Benning, Madam Chairman. We watched the indoctrination of bringing in young recruits. They are all male down there because it is infantry training.

They train both the National Guard and the Active Forces down there. We did notice that.

General Ono. I hope you found them competent and proud to be serving their Nation in the Army at Fort Benning.

Mr. Montgomery. We find the young personnel in all the services now is as good or better than we have ever had the 38 years that I have been fooling with the military. That is, young men and women can do the job.

I am trying to get the word out to my colleagues. The big problems I see are not in the personnel of the military, but probably in the weapon systems and some other areas we might have in the services.

Admiral, do you have any comments?

The reason I bring this up, most Americans don't know in the Reserves 50 percent of the combat missions are in the Army National Guard. You have more tank battalion in the Guard than you have in the regular forces.

So I would stress, personnel chiefs, when you come up here, talk about the Reserves because somebody is going to hit you on it and speak up because we are going to bring it up.

Mrs. Byron. Who would do that?

Mr. Montgomery. Madam Chairman, you push me into these things.

Mrs. Byron. You mean if I didn't do it, you would have to? I don't do it because I know you will. I don't want to take your territory.

Admiral Edney. We are applying the same policies and procedures with the women in the Reserves. Their training opportunities and opportunities to perform across the board with the exception of the combat restriction are being pursued equally aggressively.

General Hudson. The Marine Corps concept is that our Active Forces and Reserve Forces are the total Marine Corps Force. The basic policies with regard to a session assignment, classification, all those things that would affect women are applied eventually across the total force.

Admiral Matteson. Likewise, in the Coast Guard. Our percentages run about the same and there are no restrictions on assignment.

Mr. Montgomery. Thank you, Madam Chairman.

Mrs. Byron. Thank you, Mr. Montgomery.

Let me follow along on a couple of questions.

First of all, let me say on the follow-through of the DOD Task Force recommendations. As you know, Secretary Carlucci has issued tasks to the follow-up on the report. The Army was directed to review its coding policy and report back.

How do you plan to follow through on that tasking?

General Ono. We have an exception that falls within that very well. I think you know that the forward support battalions that are a part of our infantry divisions have been opened to female assignments. This was done by our Secretary about a year ago.

These units do serve forward of the brigade rear boundary. So, therefore, it does open up, as to whether the criteria of location should be reexamined.

We are taking the experiences that we gained from the employment of the forward support battalions as the way in which to address this issue that was brought forward by the task force study.

Mrs. Byron. Is there any follow-through on another issue we keep talking about? But I think we are looking at the basic numbers in the military, further recruiting difficulties.

All services have expressed concern about their prospects with the young male high school students, a pool which is declining.

Do you have any plans to try to attract young women?

General Ono. The Army recruits the largest number because of the nature of what we are and we must, of course, put them in non-traditional skills.

We have practiced this for a number of years. So, therefore, we have women in military police assignments as well as in mechanics and military intelligence units and in as many fields as we can.

We recruit about 15,000 per year. It is about a steady state as it stands at this time, Madam Chairman.

In the future, we keep looking at it to see as to whether it is within the realm of the possibility and at this moment 15,000 looks like a good number to recruit per year.

Mrs. Byron. Dr. Armor, if you or Admiral Edney would please relay to Dr. Mayer and to Admiral Zimble that we are very interested in assuring that the active duty service members, male and female, have speedy access to high-quality medical care, and we are expecting a report on how they are going to solve the current shortfalls.

As we know, the Navy, in all of the hearings that we had last year, was the one service having the most difficulty delivering medical care.

This committee, as you know, has spent a lot of time addressing that issue last year. We put language in the bill last year that on the cutback of the officer corps there would be no cutback on end strengths in the military medicine field.

I just want to reiterate one more time in case anybody has lost it somewhere along in their communications, that we are still very serious about that issue.

General Hudson, one last comment to you. That is that as we know, Secretary Carlucci has accepted the recommendations of the Task Force for Women Marine Security Guards at watch around the world.

Many are apprehensive about the decision, but now that it is made, I hope every effort will be made to see that decision implemented.

You don't have any idea at this early date how many positions are going to be open or when that is going to occur or how you plan to monitor that program, do you yet?

General Hudson. No, Madam Chairman, because of the very valid reasons that Dr. Armor gave in his response to why the Marine Corps has not previously chosen to assign women as security guards and other reasons, the wheels are in motion now to make recommendations to the Commandant so that he can discuss at the policy levels in the Navy Department and the State Department those places and numbers where the assignment of women would be appropriate.

But I cannot at this early time give you even an approximate number.

Mrs. Byron. I have one further question which you will probably have to answer for the record. General Hickey, it is my understanding that in the raid on Libya that was such a success a year or so ago, there were several women on the tanking aircraft.

Everyone involved in that exercise, deployment, or what have you, received a commendation combat medal except those Air Force crews on the tanker, under the rationale which I hope you will dispel, because there were several women aboard the tanking aircraft and, therefore, women would be put into a combat role.

I hope that is hearsay and if it is true we could rectify that and see that the tanker crews are included in that commendation medal.

General Hickey. That is a late-breaking allegation. I will certainly answer it for the record.

[The following question was received for the record:]

Only the aircrew members who entered Libyan airspace received military decorations. The lead pilots received the Distinguished Flying Cross and the other aircrew members received the Air Medal. The two pilots that were killed also received the Purple Heart. The aircrew members who participated in refueling operations associated with the Libyan raid received the Armed Forces Expeditionary Medal, as well as the aircrew members who entered Libyan airspace. This includes the women who flew as members of the refueling crews. There was no exclusion of women in the Air Force awards and decorations policies for the Libyan operation.

Mrs. BYRON. If you want to know chapter and verse where she is, I will be glad to tell you later.

General HICKEY. I was involved in the awards. I think they were awarded on the basis of whether they got shot at or not.

Mrs. BYRON. The F-111 that went back to Great Britain, were they given the awards?

General HICKEY. A great number were.

It depends on what they did and where they were.

Mrs. BYRON. Right along with the tanker.

I have been told by some sources that because there were females on several of the tanker crews, they were not included on the list.

Thank you very much. This has been very beneficial. We are glad to see the movement forward that has been directed by the Secretary.

[Whereupon, at 11:50 a.m., the subcommittee adjourned.]

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